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THE UNIVERSITY OF ALBERTA

THE CAMERON COMMISSION, INTEREST GROUPS AND POLICY-MAKING

by

© EDWARD JAMES KOZAKEWICH

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE

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FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled THE CAMERON COMMISSION, INTEREST GROUPS AND POLICY-MAKING, submitted by EDWARD JAMES KOZAKEWICH in partial fulfilment of the requirements for the degree of Doctor of Philosophy in Educational Administration.

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ABSTRACT

The study was to determine the degree of success experienced by interest groups in having their recommendations reflected in the policy recommendations formulated by a royal commission. The success of six selected interest groups making recommendations to the Alberta Royal Commission on Education (the Cameron Commission) during 1958 and 1959 was examined.

Data from Commission members, selected interest group participants, and from briefs and representations made by selected groups to the Commission were examined within a framework adapted from the work of Simeon (1964). The framework allowed for examination of data regarding curriculum and teacher preparation in terms of actors, environment, goals, control, resources, strategies and tactics, and outcomes and consequences.

The unexpected prosperity following World War II encouraged a culturally and ethnically diverse Alberta population to question the educational system of the 1950's to such an extent that the government of the day established a royal commission to examine the system and to recommend policy.

Upon appointment, the Commission planned its work, established hearing procedures, called for briefs, and held hearings, considered the evidence before it and wrote its report.

Two of the groups, limited in resources, utilized a committee approach to the preparation of briefs. One group, numerous in members, utilized the knowledgeable manpower of another to prepare a brief. One group provided assistance to another and prepared its own brief. One

reluctant group had its brief returned. All groups laboured under a short timeline.

With respect to curriculum, it was found that each group had the bulk of its respective recommendations not reflected in those of the Commission. The ATA had the greatest portion of its views not reflected at all while the ASTA had the smallest portion of its suggestions not reflected.

Group success varied with respect to teacher preparation. The ATA had the greatest portion of its suggestions not reflected at all. The Faculty of Education had the largest portion of its views reflected in some manner (i.e., in whole, in part, or generally).

Evidence does not suggest that the selected groups were dissatisfied with the educational system in general and evidence does not suggest that the major groups were fierce rivals. There was evidence of a close relationship among the major groups.

Disagreement, or for that matter agreement, between the provincial government and interest groups were not factors in the relationship between interest groups and the royal commission. The procedures adopted by the Commission highlighted the respect accorded to groups and individuals appearing before the Commission.

Differences in economic conditions, organizational interests, perspectives of the educational system and competition for status and prestige, political resources, combined to produce differing outcomes reflecting in their finality in the success of the selected groups and in the degree of which the groups were able to influence the Commission.

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Appreciation is also expressed to Mr. A. Aalborg, former Alberta Minister of Education, and to members of the Alberta Royal Commission on Education whose participation in interviews provided a clearer perspective of the Commission's activities. To the members of the selected interest groups who participated in interviews and thus provided a perspective of interest group circumstances during the sixth decade of the twentieth century, thanks is extended.

Special thanks goes to his mother-in-law, Mrs. Mary Tomashavsky, whose courage, love and devotion to family served as a model to others; this study is dedicated to her memory. Also to his father-in-law, Mr. Julius Tomashavsky for his devotion to education and love of knowledge, special appreciation is extended; this study reflects in part his encouragement and patience.

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CHAPTER I

INTRODUCTION AND OVERVIEW OF THE STUDY

INTRODUCTION

Today, Alberta is experiencing vigorous growth and demographic changes which are focussing much publicity upon a variety of institutions including public education. Some twenty years ago when Alberta was experiencing similar pressures, much publicity was also given to educational matters. Rapid growth and shift of population, increasing industrialization and job specialization, changing social patterns, and mounting costs of school buildings, equipment and teaching services characterized conditions in the province.

As this was also a time when a policy of general education for all was virtually implemented,[1] these conditions prompted many individuals and organized groups to question the adequacy of public education and to continue criticisms from generations past. Parents were genuinely concerned for their children; business and industry were concerned about the relationships between certain aspects of the curriculum and employee competency; professional and university groups were concerned about the high school program which led to further professional and academic study; religious groups were concerned about the moral and credal aspects of the philosophy and curriculum of the school.

These pressures created problems in education. As a first step toward their definition and solution, the Minister of Education, the

Hon. Anders Aalborg, in 1957 set up an Advisory Committee on Education. This committee, structured so as to broadly represent the many interests and groups within the province, included individuals associated with the following organizations: The University of Alberta, The Alberta Teachers' Association, the Alberta School Trustees' Association, the Alberta Federation of Home and School Associations, the Alberta Women's Institutes, the Alberta Association of Chambers of Commerce and Agriculture, the Alberta Federation of Agriculture, the Farmers' Union of Alberta, the Farm Women's Union of Alberta, the Alberta Council of Personnel Associations, the Canadian Manufacturers' Association, the Alberta Committee on Teacher Recruitment and Retention, the Canadian Petroleum Association, the Canadian Labour Congress, the I.O.D.E., and the Department of Education.

Though the contributions of the Advisory Committee were valuable, the complexity of the problems soon became apparent. Recognition of the need for a royal commission to undertake a more thorough study was quick to follow. Therefore, the Alberta Royal Commission on Education, better known as the Cameron Commission, was established December 31, 1957 to gauge public perception of education and to suggest the direction of the enterprise.

The inquiry conducted by the Alberta Royal Commission must be viewed within the context of the organization of education in the province in the late fifties--an organization that must take into account the relationship between provincial structures and institutions and the behavior of interest groups, and eventually, the kinds of policies that gave direction to that organization. These relationships are a matter of speculation at the present time. This study is an attempt to remove part of that speculation through an examination of the interaction of major interest groups in Alberta over issues which the Cameron Commission attempted to resolve in its recommendations.

The Cameron Commission is a milestone in the development of education in this province. It attempted to assess the structure of the provincial system of education and to make recommendations which, if implemented, would improve the system. Associated with its deliberations were the Government of Alberta and various interest groups within and without the system of education. The issues addressed by the Commission impinged most upon the Department of Education. The recommendations of the Commission affected all interest groups. Yet, at present, there is a lack of knowledge of the degree to which the recommendations of a royal commission charged with the responsibility of suggesting policy for education, reflect those of interest groups.

STATEMENT OF THE PROBLEM

Stated as a question, the problem is: "What degree of success do interest groups experience in having their recommendations reflected in the policy recommendations formulated by a royal commission?"

Examination of interest group success in having their recommendations reflected in the policy recommendations formulated by a royal commission requires that attention be paid to a number of factors such as the relationship between government and interest groups, the policy-making processes associated with the royal commission, and the interaction between the royal commission and interest groups. The first two factors provide background to the successes of interest groups while the last factor provides indications of interest group successes.

IMPORTANCE OF THE STUDY

During the early fifties, several observers of the educational system in Canada and Alberta perceived such inadequacies as a curriculum that did little to prepare students, a laxness of discipline, too much change stimulated by misguided interpretations of the principles of democracy, and not enough emphasis on the basics of reading, writing, and arithmetic. Among these were H. Neatby with her book entitled So Little for the Mind,[2] Albertans like W.G. Hardy[3] and others like F. McKinnon. The inadequacies of the education system were brought into sharp focus in 1957 when the attention turned to the global competition for technical superiority. In that year, Sputnik was launched, and Americans and Canadians reacted almost in panic. The successful launching of space hardware by Russian scientists helped the critics of the day to again point out the inabilities of the educational system in the free world to meet the needs of society. The growing criticism of education prompted the provincial government to assess the state of affairs within the system of education and the policies to which that system was subject.[4] Though the Department of Education was relatively well established and there existed an opportunity to use other procedures and avenues of access which would ultimately lead to the formulation of policies that improved the system, the provincial government chose to establish a royal commission to suggest policy directions.

The deliberations of the Cameron Commission were important for at least two reasons: 1) the Cameron Commission gathered information upon which later government policy could be based; and 2) the government expressed concern for improving policy-making in education. This study is to focus upon the degree to which the suggestions made by interest groups were reflected in the recommendations of the Cameron Commission. As a result insights may be provided as to how interest groups became articulate in an effective manner. In this case, a better understanding may be provided of the politics of organizations in Alberta's system of education, while providing some understanding of the contributions made to policy-making by the royal commission technique at the provincial level in the area of education.

Two additional reasons underlining the importance of the study may be cited. First, it is an examination, in some detail, of an historical event involving the role of a unique policy-making technique in education at the provincial level. And second, while the goals, values, perceptions and interests within the system help shape the policy that affects the system, an examination of the success interest groups experienced in having their recommendations reflected in those of a royal commission will provide for a better understanding of the politics of education in Alberta.

DELIMITATIONS

This study is delimited to investigation of the success experienced by selected interest groups with a royal commission through the comparison of the recommendations of the selected interest groups to those of the Cameron Commission. Though greater insight into policy-making may have been gained through examination of the success of all interest groups making submissions to the Commission, limiting the study to examination of the success of certain interest groups upon the Commission may serve to improve the perception of the role of interest groups in shaping Commission recommendations. The study is limited to the activities of the following major interest groups: The Alberta Federation of Home and School Associations, The Alberta Teachers' Association and its locals, the Alberta School Trustees' Association and its members, the Farmers' Union of Alberta and its members, the Faculty of Education and the Department of Education.

There are at least two reasons for selecting these major interest groups: 1) each group made significant contributions to the development of education in the province during the sixth decade of this century; and 2) each major group appeared to be representative of groups most active in education during the sixth decade of this century.

Issues entertained by the Commission were those that were within the framework of issues set out in the Commission's terms of reference. A preliminary analysis of the contents of the 189 briefs presently available, of which 156 were submitted by interest groups, indicates that a majority of interest groups placed emphasis upon curriculum matters and teacher preparation. For purposes of this study, issues dealt with will be delimited to those within these two areas.

The study focuses upon the period of time from the creation of the Alberta Royal Commission on Education to the release of the report of the Commission in November, 1959. Brief attention will be given to the events of the 1950-1958 period.

LIMITATIONS

Note must be taken of the limitations of the study. First, a limit is placed on the study by the theory used to explain the dynamics associated with a royal commission. While group theory is used to account for the success experienced by organized interest groups with a royal commission, group theory excludes the contributions of individuals. Unless one is willing to accept that the views expressed by an individual are those which may be held by some potential group yet to be organized, the significance of the contributions made by individuals is lost.

Second, the traditional conception of policy-making, while serving to improve the perception of the success experienced by interest groups in their encounter with a royal commission, limits the study to an examination of official events and not necessarily all events involving interest groups and a royal commission.

Third, the study is limited by its data sources. Conducting its inquiry some 20 years ago, the Commission endeavoured to preserve the documents submitted to it as evidence, and those it produced. In subsequent storage and restorage of the material, some of the documents have been misplaced or lost. However, the group of documents pertinent to this study is complete. Similarly, interviews conducted in connection with the study may not be as accurate and as complete as might otherwise be possible. The quality of the material in the interviews is limited by the ability of the participants to recall events of 18 to 20 years ago. But, it was possible to check the perceptions of individuals with those of others who participated in events. Gaps in data collected by the interview method are most evident as some participants in the Commission inquiry were not able to make their views known. One commissioner, Mr. Douglas, has passed on, and another, Senator Cameron, was too ill to grant an interview. In another instance, an interest group member who participated could not be located. In relation to all data sources, this study is further limited by the interpretations and classifications of the contents of documents and interviews made by the writer.

Another limitation arises out of the necessity of assuming that the Commission itself represented various interests in the persons of the commissioners. It is known that Dr. Mowat represented academic interests, Mrs. Taylor represented farm interests, Mrs. Hansen represented urban interests, Justice Cormack represented religious interests, Senator Cameron represented general public interest, and Mr. Douglas, from Calgary, represented business interests. The representation of particular interests to the exclusion of others may have had an impact upon the perceptions of the Commission of matters brought before it.

A further limitation is imposed upon the study by the necessity of analyzing input and output of the policy-making process without knowing thoroughly and systematically how the Commission arrived at its various recommendations.

The case study approach used for this study too had limitations particularly in regards to generalization. Though six major interest groups were studied, inferences about the success of the other interest groups that appeared before the Cameron Commission were not possible. As well, the very nature of a case study does not permit generalization of the findings associated with the Cameron Commission to potential future royal commissions.

LIST OF THE CHAPTERS

The dissertation is comprised of seven chapters as follows:

I Introduction and Overview of the Study

II The Analytical Framework

III Delineation of the Study and Methodology for Obtaining Data

IV Environment, Actors and Issues

V Procedures, Goals, Resources and Tactics

VI Outcomes and Consequences

VII Summary, Conclusions and Implications

FOOTNOTES

1. By the sixth decade of this century, school divisions were the primary means by which public education was dispensed in the province. Those participating in basic education in rural areas could complete the twelfth grade without having to leave home. At the turn of the century, high school education was an experience accorded very few from the rural areas, and then it could only be obtained in the cities of Edmonton or Calgary. In the words of the Commission (1959:115-116):

> In 1958-59 Alberta's schools vary considerably. In those small rural districts still operating, one-teacher schools offer elementary and junior high school instruction. In villages and towns the instruction extends upward: practically all towns offer the complete three years of high school education. Within school divisions and counties a mixture of the above types is likely to be found, although the current degree of centralization and transportation gives the great majority of children access to grades I-XII in graded schools.

2. Neatby's book contains an analysis and criticism of publications written by and approved by Canadian educational leaders. In her book there is nothing sacred in education. Taking issue with change in education and those associated with change (progressivists), the criticism in the book amounts to no more than personal opinion. In her own words (Neatby, 1953:x):

> I have not attempted the enormous "research project" which would be necessary for a detailed and documented picture of nine English-speaking systems. I have attempted rather to formulate certain conclusions on the confusion and inadequacy of our educational practices and to support them with specific statements from educational officials themselves.

To illustrate how such conclusions are thus supported, witness the following passage in which she relies upon material from Bulletin I, Foundations of Education, King's Printer, Edmonton, 1949, and Bulletin 2, Elementary School, Alberta, 1940, to criticize the handling of the problem of "subject matter" in Alberta (Neatby, 1953:44):

> One province, in a lengthy introduction to the curriculum, barely mentions subject matter but devotes some twenty-five hundred words to a discussion of how to teach "critical thinking" on the grounds that "Democracy demands some insight into the basic elements and structures of crucial situations." The exposition concludes helpfully, "Only worthwhile productive thinking can reveal the true dignity of man," thus ensuring that if by chance teacher or pupil should still not have learned how to think he at least has been told what to think.

Neatby's general view of the problem of subject matter is illustrated in the following excerpt from her book (Neatby, 1953:42):

> It is true that nowhere in Canada is it officially admitted that subject matter is unimportant. It is moreover, a relief to note that the current publications are relatively free of the old cliches about teaching the child and not the subject. Nevertheless subject matter is consistently under suspicion because experts are so obsessed with the obvious danger of teaching facts without meaning that they can blind to the more subtle evil of trying to convey meaning without facts.

3. Hardy, a professor of Classics at the University of Alberta, was also critical of the progressivists. Between February 1 and 6, 1954, six separate articles on the state of education in Alberta appeared simultaneously in the Edmonton Journal, the Lethbridge Herald, the Calgary Herald, and the Medicine Hat News. The six articles were later published under the title, Education in Alberta, by the Calgary Herald.

Commenting on progressive education in Alberta, Hardy (1955:4) observed:

> In Alberta, then, what in common usage is called progressive education is in full career. The question which worries a good many parents, teachers and business men is whether it is doing as good a job in educating our young people "for life" as the traditional subject matter and methods did.

The criticisms were indeed levelled at the adequacy of subject matter and methods and about the state of preparedness of graduates of the high school. Commenting on the teaching of the three R's, Hardy (1955:17) puts his case in the following manner:

> I can only speak with any degree of authority about students who come from Alberta's schools to Alberta's University. Here it can be said--and a number of my colleagues agree--that many of these students are deplorably weak in spelling and that the ability to write coherent English has deteriorated.

The six articles appear to provide a better analysis of the concerns and criticisms levelled at "progressive" education. Hardy contends that while the results of misguided progressivists principles are to be criticized, the directions intended by those principles are worthy of praise. According to Hardy (1955:21-22):

> Their drive for better schools and text-books and equipment can be kept. So can their emphasis on attempting, as far as is possible, to interest the child in the subject matter.

Hardy (1955:22) went on to suggest:

> . . . while those contributions which . . . the progressivists have made should be retained, the schools should place their emphasis on the training of our children in the three R's and on giving them the knowledge of the history and geography of the world in which they live.

4. Perhaps Hardy summarized best the weight of the growing criticisms of the adequacies of the methods and subject matter of education in the following:

> All of these criticisms cannot be shrugged off by the contention that the older generation always views the younger with alarm, or that with education as with politics the disgruntled critic is always with us. The spate of the protest is too strong for these easy solutions and too much of it comes from people who can't be dismissed as "reactionaries." It might be suggested, in fact, that the current unease in Alberta exists because the products of progressive education are now stepping into society and society is getting a good look at them. In any case, it might seem worthwhile to try to assess what has happened to our Alberta schools since the new education took over.

CHAPTER II

THE ANALYTICAL FRAMEWORK

In this chapter the "analytical framework" used in the study of the Alberta Royal Commission on Education Report is presented. The framework includes a number of perspectives considered useful for the analysis of policy-making associated with the work of the Commission.

Viewed in isolation, the Report of the Commission may be seen as sets of recommendations which have little meaning in themselves. Use of a framework to view the Report helps develop understandings and permits relationships to be exposed and examined. Though it is not anticipated that the framework used for this study may reveal relationships with the degree of accuracy expected from a highly theoretical structure developed for the physical sciences, a framework was deemed important as a means of developing understandings of the data revealed in the study; as a means of developing reasonable predictions, or at least speculations; and as a means for providing direction to the research. It was expected that the framework would suggest avenues of exploration and the questions to be asked.

The chapter consists of two parts. The theoretical background is elaborated in the first part; and, the second part consists of a description of the analytical framework used in the study.

GOVERNMENT, INTEREST GROUPS AND ROYAL COMMISSIONS

Theoretical Background

That a relationship exists between government and interest groups was formally dealt with in a systematic and comprehensive way by Bentley (1908) in his book The Process of Government. In advocating that a more realistic way of viewing and understanding political and social action lay in focussing upon the activity of the individual, Bentley maintained that individuals banded together because of a common activity and thus were thrown into competition with the activities of other individuals. As Mahood (1967:17) observed:

> For Bentley, group and activity were equivalent terms. Through groups, masses of individuals were able to achieve political, economic, and social satisfactions. Therefore, by studying groups, one would be studying politics.

But politics necessitates consideration of power and its manifestations. While debates have been waged over definitions of the term power, the intent here is not to recount the arguments for one particular definition as opposed to another. Suffice it to say that for purposes of this study, power is to be understood to mean participation in the making of policy that comes to bear upon other societal entities and enforcing such policies through threat of severe sanction for non-compliance. The notion of power here is not unlike that expressed by Lasswell and Kaplan (1950:74-76).

In the case of politically active interest groups, the competition that is alluded to by Bentley stems from the desire to influence power rather than exercise the responsibility of government (Pross, 1975:3). It is the relationship among groups in participation in the making of policies affecting others that gives rise to a political process. Stated another way, groups that are politically oriented desire to influence the exercise of power, a prerogative and responsibility which resides in government.

The importance of interest groups to the political process was highlighted by Truman (1951:502):

> . . . the behaviors that constitute the process of government cannot be adequately understood apart from the groups, especially the organized and potential interest groups which are operative at any point in time.

When Johnson (1973:1) studied interest groups and the legislative process in Canada, he regarded the governmental process in the following terms:

> The political, or governmental process is . . . an authoritative decision-making process, a process by which certain decisions are made in any political community. It is a process by which public policy, viewed as authoritative rules of behavior, is formed, administered, and adjudicated in any polity. It is a highly complex process . . . in which interest groups play an important role.

Thus, interest groups play an important part in the formation of public policy that affects the whole of society. This is not to say that interest groups necessarily agree upon public policy, or that public policy is necessarily in keeping with the interests of groups. Rather, according to Latham (1952:390):

> What may be called public policy is actually the equilibrium reached in the group struggle at any given moment and it represents a balance which the contending factions of groups strive to weight in their favour.

Perhaps equilibrium may best be understood by consideration of the complexity of our social organization which has resulted in the proliferation of interest groups, each competing with the others in order to ensure preservation of the interests the members of the group promote (Pross, 1975:121-135). While it may seem that such competition is disruptive, chaotic, and a prelude to anarchy, the process tends to have a moderating effect which may help advance the cause of society. The groups learn to discipline themselves and to take notice of the fact that other groups abound. Should any part of society have any grievances, it may organize and seek redress by bargaining with other groups. In this way group goals are modified, and social consensus is promoted (Salisbury, 1970:2).

In the relationship described above, government may be thought of as an institution which defined by Truman (1951:263):

> . . . is a pattern of interaction different only in degree from other group patterns in a society. It involves a relatively high degree of formality and stability, to mention only two characteristics, but its basic ingredients, interactions among men, do not differ in kind from those of other groups.

Thus government may be thought of as an interest group capable of entering into competition with other interest groups in the pursuit of purposeful activity. In doing so, government as an interest group, may affect the content of policy by facilitating certain policy outcomes while obstructing others; by encouraging certain societal interests while discouraging certain other interests; or by providing certain individuals and groups with access to governmental power while denying access to others.

Through authoritative adoption, implementation, and enforcement of policy by government, a policy attains the distinctive characteristics of: (1) legitimacy--the policy becomes a legal obligation commanding citizen loyalty; (2) universality--the policy extends to all citizens; and (3) monopoly of coercion (Dye, 1975:18-21).

For purposes of this study, the cabinet of the political party bestowed with the responsibility of exercising power by virtue of having the greatest number of legislative assembly members will be deemed to be the government.

In any competition among groups of which government is a part, groups must contend with, and adapt to the government's expression of a greater interest. In the process of attempting to modify the government's orientation toward their particular interests, groups themselves modify expressions of their interests. As Ziegler (1964:25) pointed out, "Institutions not only react to group pressure but also help to mold the structure of group action."

The Canadian Scene

In Canadian political systems, groups vie for access to governmental decision-makers as well as the benefits such decision-makers can bestow upon them (Pross, 1975:131), especially at the executive and bureaucratic levels (Pross, 1975:20-21; Van Loon and Whittington, 1971:306; Jones-Dawson, 1975:50; Aucoin, 1975:174). Through interaction with executive and bureaucratic officials, groups win concessions and influence policy before policy instruments are debated in the legislative arena. It is only with great difficulty that legislation can be changed after it has reached the parliamentary stage (Pross, 1975:21).

The relationship between the executive and the administrative arms of government and interest groups is a delicate one. Established groups which have access to decision-makers tend to accept set-backs on some issues in order to ensure that continued access is not jeopardized by indiscretions committed during the resolution of one immediate issue.

Those groups which form in order to advance their interests only in one or two issues tend to experience difficulty in efforts aimed at establishing a long-lasting relationship with the executive-administrative component of government. In such cases, the closeness of the relationship cannot be maintained through the tactics used by these groups. These latter groups may have immediate impact on present policy today, but they may not have any means of access to decision-makers at a later date. The key factor in government-group relationships appears to be consultation and a search for consensus. The conditions for these are set out by government and, as Pross (1975:13) concluded:

> It is this capacity of the executive-administrative arm of government to define the terms of its relationship with pressure groups and other segments of the political communications system that constitutes the critical element in the policy equation . . . .

In government-group relationships, groups perform the functions of communicating demands, interests and opinions to government, of legitimating government policy proposals, of regulating group activity in professional matters, and administering public policy on behalf of government (Pross, 1975:6-7). The task of the political system is more than one of establishing the rules of the game to be observed by competing groups, arranging compromises and balances of interests, translating the compromises in terms of public policy and enforcing the compromises as suggested by Dye (1975:21). The task consists of consultation and search for accommodation and consensus in the government-interest group relationship in order to foster good relationships with selected publics and to generate a demand for policies government wants to adopt (Pross, 1975:19). One mechanism in the Canadian political system for achieving the above is the royal commission.

Royal Commissions

Royal commissions are not a particularly new innovation in Canadian policy-making. Some writers (Hodgetts, 1968:271; Courtney, 1969:198) have noted that their use was common even in pre-Confederation days. Basically, royal commissions are formally constituted, external to government, ". . . essentially ad hoc bodies created to perform the express task of inquiry, to report evidence and conclusions and give advice by way of recommendations" (Shoyama, 1957:1). Theoretically, at least, views and desires are presented to the royal commission as evidence by various groups and not by any of the commissioners.

Doern's analysis of previous scholarly work on royal commissions indicates that royal commissions serve to: (1) secure information on which cabinets can base legislative policy; (2) educate the public or the legislature by generating pressure for intended legislation; (3) sample public opinion regarding proposed policies; (4) investigate the judicial or administrative arms of government; (5) permit the voicing of grievances; and (6) enable postponement of government action in potentially embarrassing situations (Doern, 1967:421). In such service, and through submissions to it, a royal commission is able to aggregate public demands regarding policy and assign priority to these demands. Groups making submissions to the royal commission do so to neutralize the submissions made by rival groups (Van Loon and Whittington, 1971:311).

Other scholars have noted several weaknesses in royal commissions. Hodgetts (1951:365) observed that royal commission reports are often buried in archives as there is no mechanism by which the royal commission can keep the issues alive that it raised in its recommendations. Doern

(1967:433) suggested that while royal commissions were suited to the investigation of broad non-recurring problems, royal commissions by their very nature were inadequate to deal with continuous recurring problems and those involving the expanded participation of civil servants. Like Hodgetts, Doern (1967:433) discerned the problem of continuity between recommendations made and implementation of recommendations. Wilson (1971: 114) pointed out that such conditions result in the sacrifice of the continuity of research and information that should be available to the policy-making machinery of government. In spite of these and other weaknesses, the royal commission continues to be used.

As regards the placement of the royal commission within the policy-making process, Wilson (1971:113) cautions that while analyses of royal commissions have assumed that royal commissions are primarily involved in the input side of the policy structure, it is equally important to view royal commissions as policy outputs as well. In other words, utilization of the royal commission device is the government's way of expressing concern for improved policy-making. Courtney (1969:212) assessed the role of royal commissions in the following manner:

> Yet surely the critics' remarks, in being directed only towards the investigatory technique and abuse thereof, and not towards an analysis of the place of the royal commission within the political system as a whole fail to take into account a hard fact of the governmental process in Canada: governing Canada is an exercise in diplomacy as in politics.

These remarks, while made in the context of the treatment of federal royal commissions, are even more applicable to the study of royal commissions set up in the provinces. In the case of Alberta, the Cameron Commission must be viewed in terms of diplomacy and politics as much as in terms of the benefits derived from its investigatory activities.

In this study emphasis was placed on the former rather than the latter.

A FRAMEWORK

In order to study the successes of interest groups in their interactions with royal commissions, it is useful to use the categories of analysis that Simeon used in his book, Federal-Provincial Diplomacy: The Making of Recent Policy in Canada. Simeon expressed his framework in a manner similar to the following: there is a set of participants or actors who interact in policy-making; they operate within a particular social and institutional environment; they agree on some goals but disagree on others; they have an issue or set of issues which they must resolve; one group does not have hierarchical control over the others; they vary in their political resources; they use these resources in certain strategies and tactics; they arrive at outcomes; and these outcomes have consequences for themselves, other groups, and the system itself. In this study, the consequences of outcomes were not addressed owing to the intracies and the complexities of some twenty years of events subsequent to the operation of the Commission. However, other parts of the framework are dealt with where utility was apparent.

The framework allows one to gain a perspective of the events by focusing attention on: 1) the background factors which define the working environment of policy-makers; 2) concurrent factors such as issues, goals, and resources of participants; and 3) consequent factors including the implications of policy-making activities for participants (Simeon, 1975:12).

More elaboration of the framework as it applied to the study is required:

1. The social and institutional context.

How did the basic social and cultural characteristics of Alberta of the sixth decade of this century, along with the institutional arrangements of the province, help shape the policy-making processes in the system of education? What were the relationships between the provincial government and interest groups prior to the inquiry conducted into the educational system of Alberta by the Alberta Royal Commission on Education? What factors shaped these relationships? What were the consequences of established provincial structures and mechanisms for processes of policy-making? And, how did interaction between government and interest groups concerned with the system of education appear to shape policy? What forms of interaction were encouraged and what forms were discouraged? Did the context condition the participants to display certain kinds of behavior and thus influence the outcomes regarding the deliberations of the Cameron Commission? It is not unreasonable to expect that these contextual factors influenced the nature of the interaction between interest groups in the system of education. These factors help define the issues, goals, tactics, and resources of the participants in policy-making. Considered here were the degree of interest group diversity, and the functioning of such governmental institutions as the executive, legislature, courts, and party system.

2. Actors.

The actors in the deliberations of the Cameron Commission were the various interest groups associated with education inclusive of the Government of Alberta and the Cameron Commission itself. Though each group is treated as a single entity, the leaders and representatives of each group were the ones who fought for the interests of the group. The perceptions, attitudes, and beliefs of these individuals were the concern of this study.

These actors were influenced by, and influenced other groups with which they were in contact and on which they depended for support. The nature and intensity of group behavior varied with each actor. Once interest groups associated with each other were identified, the ways in which their behavior impinged upon the participants were examined.

3. Issues.

What were the general issues within the provincial system of education that gave rise to and supported the need for a royal commission on education? What kinds of issues was the Commission to investigate and what was their relative importance? It is expected that the activities of the Cameron Commission should raise a number of issues for the participants. Some were a recurrence of older ones, but others were new, unfamiliar, and possibly unique. The nature of an issue may have affected the way in which interest groups approached its deliberation and its resolution. This in turn raises the question of the applicability of existing procedures to the handling of issues, and the necessity for developing new ones. Then again, different issues may have affected interest groups in different ways. Some issues may have affected all groups while others may have affected only a select few. Also considered was the relationship of one issue to others that were identified. Assessment of the significance of issues in these terms required referral to written submissions made to the Commission by the groups and their points of view presented at Commission hearings.

In addition, an attempt was made in this study to identify the ways in which issues were raised, who raised them, how the issues were resolved, and what consequences the resolutions had for the participants.

4. Sites and procedures.

What policy-making processes were associated with the Cameron Commission? What factors shaped these processes and accounted for their importance? How did these processes work at that particular point in the development of the educational system? Where did the policy-making take place? How was it conducted? Did the rules, procedures and processes favour some participants and not others? Who was included in discussions? Which traditional political institutions served as policy-making arenas? Which extra-institutional arenas were used for policy-making? What rules and procedures were developed to facilitate policy-making in these various arenas? Answers to these and other questions may provide insight into the outcomes and consequences of policy-making activities.

5. Goals and objectives.

What kinds of interests did the participants bring into policy-making processes? What was the scope and intensity of disagreement, if any, between the provincial government and interest groups? What kinds of issues provoked groups to agree and/or disagree? Here an attempt was made to ascertain the views of participants regarding the nature of the system of education and the ability of their particular interest group to realize goals and objectives on specific issues.

6. Political resources.

What resources did each interest group bring into the policy-making processes? What conditions limited and/or enhanced the availability of resources to each group, and each group's ability to use its resources effectively? What were the strengths, if any, of each group; what were the weaknesses? Examination of resources, their sources, and their limitations provided insight into the relative strength of the interest groups involved.

7. Strategies and tactics.

What strategies and tactics did the various interest groups resort to in their pursuit of objectives within a particular policy-making setting as limited by their own resources, representatives, background, and knowledge of other groups in their environment? Here an assessment was made of: 1) the factors which limited the choice of tactics and their application; and 2) apparent rationality of the actors and their motives. The rules and protocol associated with the policy-making processes were viewed through the eyes of the participants.

8. Outcomes and consequences.

What were the outcomes of the deliberations of the Cameron Commission and how did they affect each of the participants? To what extent did the selected interest groups agree with each other? Disagree? If they agreed, did the Commission's recommendations show agreement with the selected interest groups? What was the relative influence of each interest group in the deliberations of the Cameron Commission? The answer to the first four questions required an examination of the goals achieved and not achieved by each of the interest groups.

The last question required an assessment of the relative bargaining positions of the various groups based on the achievements attained. What implications did the outcomes hold for relations among the groups within the system of education? What implications did the outcomes have for policy-making in the system?

The framework as adapted from Simeon's study allowed for a thorough analysis of any policy-making process, but its strength appeared to lie in its function as a tool in the examination of data. The quantity and quality of the data to which it was applied revealed the framework's utility.

The foregoing theoretical exposition is representative of an institutional-association concept of policy-making. According to Kimbrough (1964:13), the assumptions underlying this concept included the following: 1) power in public policy-making resides in the institution of government; 2) the greatest unofficial influence upon policy-making originates with competing formal interest groups and associations; 3) policy is determined through the interactions between "official" power-holders and representatives of interest groups; and 4) policy decisions are established in formal meetings under official authority to adopt binding policy.

The above are representative of the conventional wisdom in policy-making (Kimbrough, 1964:11), and helped guide this study to look at official policy-making. However, public policy-making is not restricted to the official arena; there are unofficial circumstances and distributions of power which, while not coming to light in visible policy-making activities, are nonetheless influential in shaping public policy (Easton, 1971:185-186).

SUMMARY

In this chapter, the theoretical background for the study was outlined. An examination of the group model of policy-making was followed by some discourse on the Canadian view of the group model and royal commissions. In the group model, a collection of individuals bound by common interest seek ways and means of preserving those interests through political action. To do so places the group in competition with other groups and necessitates, at times, accommodation and establishment of consensus.

Simeon's framework, developed for viewing policy-making at the federal-provincial level, was deemed applicable to examining policy-making if one accepts the assumptions of group theory. The essence of that framework was presented in this chapter and the reader was cautioned about its conceptual limitations.

In the next chapter, the methodology of this study will be outlined.

CHAPTER III

RESEARCH DESIGN

In order to study the success experienced by interest groups in their relationship with a royal commission, it was useful to use the case study approach. In this chapter, background to the case study approach is presented along with an outline of the methodology of data collection and data analysis.

THE CASE STUDY METHOD

Maximization of the utility of the framework necessitated the use of the case study approach in this study. According to Fairchild (1962) the case study method is:

> The method used in social research whereby data are collected and studied which depict any phase of a, or an entire, life process of a unit in its various interrelationships, and in its cultural setting. The unit studied may be a person, a family, a social group, a social institution, a community, or a nation. In contrast to the statistical method, the case study method gives a more or less continuous picture through time of the experiences, social forces and influences to which the unit has been subjected.

Nachmias and Nachmias (1976:42) pointed out that the case study involves an observation of a single group at one point in time, usually subsequent to some change-producing event. Carried one step further, the case study may be said to be equally applicable to the study of a particular situation or the execution of a particular task or the taking of a decision. For this reason, the case study approach seemed most appropos to the task at hand. The approach enabled the researcher to examine particular aspects of related events associated with a unique policy-making technique--the royal commission--in depth and with candidness.

METHODOLOGY OF DATA COLLECTION

The case study method appeared to provide the most reasonable approach to attaining a perspective of the state of policy-making in the system of education in Alberta during the late fifties. To provide meaningful data to which the framework could be applied, two principal methods of data collection were decided upon: (1) analysis of documents; and (2) interviews. According to some writers on the subject, notably Hillway (1964:242), the mainstay of the case study involves the use of documents and interviews as sources of data. Rummel (1958: 118) suggested that all possible techniques and methods of data collection may be applied in the case study.

In the study presented here, documents were analyzed and, where possible, substantiated by data obtained from interviews. These two methods of gathering information were relied upon chiefly. Where these did not provide the required data other techniques such as correspondence and telephone conversations were resorted to as required.

The prime subjects for the interviews were those persons involved in the hearings of the Cameron Commission. Initial identification of these individuals occurred through an examination of the briefs prepared by selected interest groups and presented to the Commission during its hearings.

The prime sources of data for this study were various documents including briefs presented to the Commission and various pieces of correspondence related to the Commission. Most of the documentation is available through the Education Library at The University of Alberta.

Conduct of the Interviews

Interviews were conducted between 1977 01 12 and 1979 02 01 and involved the Minister of Education who called for the Commission, members of the Commission, a member of the Commission staff, as well as members of selected interest groups. The first two interviews served as a pilot test of the approach to be taken, the questions to be asked and the method of recording the responses. What evolved was a structured set of questions to guide the interview, the flexibility of which allowed paraphrasing and insertion of remarks, all to be captured on a tape recorder and in notes. (See Appendix A.)

Of the Commission members, four were interviewed. One Commission member, Mr. Douglas, had passed on some years prior to the study, while another, Senator Cameron, was ill and unable to participate in an interview.

An attempt was made to interview at least one representative of the interest groups selected for study. It should be recalled that the interest groups selected for study were those that traditionally either promoted or were directly involved in the delivery of education. Then, as now, those directly involved with education included the Department of Education, the Faculty of Education, The Alberta Teachers' Association, and the Alberta School Trustees' Association. The Alberta Federation of Home and School Associations and the Farmers' Union of Alberta through the Farm Women's Union of Alberta were both active in promoting education during the 1950's. The briefs submitted to the Commission by these groups give indication of the group members who participated in the hearings. Individuals selected for interviews were those whose contributions were confirmed in the interviews with Commission members or in the transcripts and correspondence relating to Commission hearings. This resulted in a key member being interviewed from each selected group, except for one group. In this latter case, the key member could not be contacted.

Correspondence was the means used to contact the Commission members, two of the Commission staff, and the Minister of Education of the period. Telephone contact was used to secure interviews with the representatives of the selected interest groups. Interviews, in most cases, lasted about an hour in length. In one instance, the interview lasted only forty-five minutes, while in another, the interview approached three hours in length.

DATA ANALYSIS

Initially, the contents of the briefs were analyzed using the categories set in the terms of reference of the Commission to determine: (1) the issues addressed, and (2) the recommendations made by each of the selected interest groups. This was done to ascertain the commonality of concerns among major groups and their members. This, in turn, allowed for a comparison of issues, positions taken on issues, and recommendations made among major interest groups. (See Appendix B.)

In addition, and from the contents of the briefs, data were extracted on the social conditions of the times (1957-1959) as well as the views and positions taken by interest groups on particular issues of the day. This preliminary analysis of the contents of the briefs indicated that a majority of interest groups placed emphasis upon curriculum matters and teacher preparation. For purposes of this study, issues dealt with were delimited to these two areas.

Interviews with representatives of selected interest groups involved identified the key participants in the policy-making process. In addition, these interviews provided data on the strategies used by each selected group, the tactics used to win support for a particular point of view, the perceived strengths and weaknesses of the groups involved, and apparent success experienced by each group.

Data related to the outcomes and consequences of the Cameron Commission were obtained from the reflections of the interviewees upon interest group activities following the release of the Report of the Commission.

The framework adopted for the study was used to gain a variety of perspectives of the available data and was useful in describing the success of the selected interest groups upon the Alberta Royal Commission on Education in terms of the actors involved, the social and institutional context of the Commission, the goals of the participants, the issues addressed and the position of the selected groups on selected issues, the resources available to each of the participants, their tactics and strategies, and the outcomes and consequences arising from the impact of the interest groups.

The total number of briefs, some 189, and the total number of interest groups, some 156, that made representations to the Commission, made in-depth analysis of all inputs a difficult task. For this reason, interest groups which have enjoyed a reputation for sustained involvement in educational policy-making were the focus of this study. These groups, as identified earlier, were the following: The Alberta Federation of Home and School Associations, The Alberta Teachers' Association and its locals, the Alberta School Trustees' Association and its members, the Farmers' Union of Alberta and its members, the Faculty of Education at the University of Alberta, and the Department of Education.

In using the case study approach, it is recognized that, as suggested by Nachmias and Nachmias (1976:42), no control over factors extrinsic to the research conducted and factors intrinsic to the subjects was possible. However, where possible, control was exercised in the conduct of the research to the degree permitted by circumstances. In some cases, as in interviews, the prevailing views of authorities in the field such as Labovitz and Hagedorn (1971:50-63) and Rummel (1958) were helpful in exercising whatever control was possible.

Labovitz and Hagedorn, for example, suggest some of the ways in which interview schedules can be strengthened, and caution against the short-comings of the technique. Rummel (1964), on the other hand, provides helpful suggestions regarding the use of the questionnaire and the interview technique.

Further, it is recognized that generalization beyond the case studied is rather difficult. According to Entwistle (1973:20-21) such generalization is possible only if a number of case studies are carried out on a representative sample, but in most instances more evidence is necessary before any generalizations can be made.

The depth of analysis possible with the present design may have revealed much about a set of related events. Though the scope of generalization may be limited, it may still be possible to make predictions regarding the future state of affairs within the same context.

MEASURING SUCCESS

Measuring the success experienced by an interest group in having its recommendations reflected in those of a royal commission requires knowledge of the recommendations made by a particular interest group, and knowledge of the manner in which interest group recommendations are reflected in those of a royal commission. Interest group recommendations may be reflected in Commission recommendations in a number of ways: 1) they may be reflected in full, that is, the intent and/or the wording of a royal commission recommendations may correspond exactly with that of an interest group; 2) interest group recommendations may be reflected in part, that is, the intent and/or wording of a royal commission recommendation may correspond in part with that of an interest group recommendation; 3) it is possible also for a royal commission recommendation to be generally related to a recommendation made by an interest group; and 4) there may not be any royal commission recommendations which correspond in any way with that made by an interest group. The degree of reflection was determined subjectively by comparing interest group recommendations with those of the Commission, first in terms of wording and then in terms of intent. Where wording was not sufficient to determine whether reflection was full, in part, generally, or not at all, a comparison of the intent of recommendations was used to make the distinction. No weighting was applied to interest group recommendations in the determination of reflection and no priorities were assigned to any of the recommendations.

For purposes of this study, the degree of success experienced by each of the selected interest groups is illustrated in the manner in which the recommendations of each interest group are reflected in those made by the Alberta Royal Commission on Education. The success of each group is illustrated with respect to the issues of curriculum, and quality and supply of teachers.

This measure of success of interest groups rests on a number of assumptions: 1) royal commission silence on particular interest group recommendations does not adversely reflect upon the recommendations of the interest group. The silence may mean many things ranging from lack of interest to the fact that the issues were being addressed in some other arena; 2) there exists an equivalence in the importance among and between recommendations made by one interest group and by others; and 3) that recommendations of interest groups are reflected in those of the royal commission even though the recommendations need not have been adopted by the royal commission verbatim. In the first instance, however, the issues addressed and the recommendations made by an interest group are dependent upon the context from which the group is operating, the actors involved, the resources at the disposal of the interest group as well as other factors which are a part of the background to the success of an interest group. It is this background which must be described before success of interest groups is calculated.

SUMMARY

It was the intent of this study to focus upon the inputs of selected interest groups relative to selected issues as presented to the Cameron Commission, and to compare these with the recommended policy positions which the Cameron Commission suggested. This was done through the case study method by extracting data from a variety of documentary sources and interviews, and organizing these data through the use of the framework presented earlier.

In this chapter, the research design for the study was presented consisting of an outline of the case study method, and the ways in which data were collected and analyzed. As well, a way of measuring the success of an interest group in its relationships with a royal commission was outlined.

In the following chapters an attempt will be made to present the results of combining the case study approach and Simeon's framework to available data. While some danger exists that, in the course of development of the case, the description of the policy-making process may have gained prominence over the analysis of policy-making, caution was exercised to strike a balance in reasonable proportions between description and analysis.

CHAPTER IV

ENVIRONMENT, ACTORS AND ISSUES

The basic social and institutional conditions which prevailed in Alberta during the years previous to and during the sixth decade had implications for the operation of the Alberta Royal Commission on Education. These conditions in turn impinged upon the goals, perceptions and attitudes of the actors involved, and are reflected in the demands made upon the system. While these latter manifestations are the chief concern of this piece of the thesis, this chapter will first examine some of the ways in which the social and institutional environments helped shape the pattern of education in the province.

CONDITIONS BETWEEN 1950 AND 1957

The basic features of Albertan society during the fifties have been described many times. There is need only to summarize them here.

Amongst the most salient features of Alberta's society is its geographic, economic, cultural, and historic diversity. The tremendous variation in geographic features of the province has influenced patterns of settlement of the province. With a barrier of mountains to the west, boreal in its northern section, parkland in the central area, and foothills and prairie in its southern part, Alberta is one of the landlocked provinces in Canada's hinterland.

Though sparsely populated, Alberta always experienced a trend toward urbanization. In 1901 the area which is now Alberta had a population of 73,022 of which 54,489 souls or some 74.62 percent were located in rural areas while 18,533 individuals or some 25.38 percent were living in urban areas. By 1951, 451,313 or some 48.04 percent of the province's population of 939,501 lived in a rural setting. The remaining 488,188 individuals, or some 51.96 percent, were living in urban areas.[1] By 1957 Alberta's population was growing at a rate higher than that of any other province in Canada.[2] The story of Alberta's population is one of prairie life, steeped in resourcefulness and self-reliance, rugged individualism tempered by a spirit of cooperativeness in times of adversity. It is a story of prosperity and depression, of two world wars and their impact on the social and economic fabric of the province. By the 1950's Alberta's economy had changed substantially. Prior to 1905 the area now within the province had an economy based on the fur trade, but after 1905 agriculture, lumber and coal became the mainstay of the province's economy. Mechanization reduced the number of people required in agriculture, thus freeing many for other occupations. The period of 1946-1951 saw the Alberta agricultural labour force reduced by one-third while the entire labour force increased by one-quarter.[3] The increasing labour force was absorbed by an economic base which began changing when, in 1946, oil was discovered. During the fifties, Alberta was still an agricultural province, but its resource base had been expanded opening new possibilities for its economy.

There is no need to trace the origins and conditions of Alberta's population in great detail here. Suffice it to say that the diversity of Alberta's population was the result of distinct immigration policies of the Federal Government in Ottawa aimed at exploiting the vast hinterland to the northwest in 1895-1912 and again in the 1920's. Some of the immigrants came for adventure, others to seek fortune, others to escape oppression, and others to escape famine. Whatever their reasons, people came generally to seek better opportunities in what many found to be a strange new land with little or no money, but with much will and determination to make this land their home.

That Alberta benefitted from those early Canadian immigration policies there can be no doubt. The people from all parts of Europe came, struggled with the environment and enjoyed the fruits of their labour. They came wanting to be Canadians, but they also wanted to remember their origins as well. By the sixth decade, Alberta had a multicultural social fabric which, in retrospect, can be numbered among Alberta's assets. In 1951, Alberta's population of 939,501 contained 451,709 individuals of the British Isles origin (48.08 percent), 56,185 of French origin (5.98 percent), 107,985 of German origin (11.49 percent), 70,929 of Scandinavian origin (7.55 percent), and 86,957 of Ukrainian origin (9.26 percent). Back in 1921, in a total population of 588,454, these same groups numbered 351,820 (59.79 percent), 30,913 (5.25 percent), 35,333 (6.00 percent), 44,545 (7.57 percent), and 23,927 (4.0 percent) respectively.[4]

Historically, Alberta has had a rich legacy. Carved out of the Northwest Territories in 1905 along with her sister province, Saskatchewan, Alberta's development as a province was interrupted twice by world wars. The first time was during the First World War when Canada, still in colonial throes, entered into the European conflict. A portion of the Canadian complement of fighting men came from Alberta. The cessation of hostilities in 1918 gave pause for the European adversaries to continue their petty wranglings. The victors did not have pity on the vanquished. The vanquished were required to pay for the costs of the war and their possessions and spheres of influence in Africa and the Orient were in among the spoils of war to be shared by the victors. Bearing the cost of the war was too great for the economies of those countries who lost it; the victors were unwilling to help rebuild the ailing economies. In 1929, the strain was too much for all economies and the Western World plunged into a depression which was to last for ten years. And Albertans were not spared the ravages of the depression years.

As politicians in Canada struggled with the problems presented by the depression, the injustices of the treatment accorded the vanquished of the 1914-1918 encounter festered in Europe until on September 1, 1939, war broke out again when Germany declared war on Poland. Canada had, by this time, shaken off some of her colonial upbringing, causing her not to enter the conflict until a week after Britain did. But this was a different kind of war, more technical in nature, more costly in its human toll, and when it was all over in August of 1945, the nagging doubts about the future set in again.

However, the economic instability which was so prevalent after the First World War did not materialize after the Second World War. The allied economies provided assistance to rebuild the economies of the vanquished following the Second World War, and this continued generating new optimism about the potential of the future.

Alberta, with its agricultural economy and new found resources, enjoyed its share of the optimism. A new prosperity took hold of the province and growth was being experienced once more. The population in the province began to appreciate the potential of the new prosperity by questioning what had been developing over the years.

Education in the Fifties

The keenness of this appreciation of the potential of the new prosperity was increasingly experienced in education during the sixth decade. Education as it had come to be practiced in Alberta during the fifties was the product of a process of evolution of a form of education initiated by the various missionaries of pre-provincial days. Detailed examination of that evolution here is not warranted as others such as Loken[5] and Hodgson[6] have provided the same elsewhere. It should be noted however that the work of Rundle, McDougall, and Lacombe in education in that portion of the Northwest Territories from which Alberta was later carved, provided a basis for the initial system of education adopted by the province in 1905.

During the early years of the province, efforts were made to extend schooling beyond the primary grades with some success. Some of these efforts, such as consolidated school districts, were bold in imagination while others, such as the incentive grants to have high school grades taught in one-room schools, were clearly retrogressive. Their net effect however was to keep the lamps of learning burning during those early years.

The Depression which ensued in 1930 did strengthen provincial government efforts in making changes in education. School boards were allowed to impose austere measures such as reduction of teacher salaries in order to cope with the severity of the times. Though there was need to improve the efficiency of the system of education, it was not until 1936, following the election of the Social Credit government in 1935, that a new form of efficiency was imposed upon the public. The School Division, a new unit of educational organization introduced that year and encompassing as many as 120 school districts, was the vehicle for bringing the new measures about. In the early fifties when administration problems arose because school division and municipal boundaries were not co-terminus, the Social Credit government experimented with a new administrative unit called the county, by creating Grande Prairie County No. 1 and Vulcan County No. 2 in 1951.

Though there was initial adverse reaction to the new organization of the School Division, success of the implementation of the scheme soon displaced fears of hardships that had attended like attempts in the past.

For our purposes here it should be noted that the new found prosperity was placing strains upon the educational system developed by the Social Credit government. The revitalized economy of Alberta required not only an expanded work force but an educated one at that. So, as the highest level of education attained by an individual increasingly became the distinguishing factor in the market place, changes in the educational system were being brought about to meet the challenges of the time.

The changes were not always viewed in a positive light.[7] While generally expanding the universality of educational opportunity, the changes were perceived by some as undermining the very fabric of Canadian society. The government was under pressure to do something about the charges that standards in the educational system had deteriorated to the point where graduates of the school systems could not enter universities in other provinces, that graduates of Alberta schools did not know how to spell or write sentences properly, that the basics of reading, writing and arithmetic were not being taught and that methodologies such as the Enterprise might not be appropriate to Alberta schools.

ESTABLISHED INSTITUTIONS

There is one particular institution, though varied in structure and name, which has been particularly useful in keeping government in touch with the people that are governed. Basically, its form has been a meeting of the rulers or their designates and representatives of the people at which the representatives of the people outlined their views and asked favourable consideration of their requests of the rulers or their designates.

In ancient times, these meetings were referred to as "audiences" at which the king or his ministers received petitions from a variety of representatives of the populace. Once the petition was heard, the representatives of the populace withdrew, the disposition of the petition being left to the discretion of the king and/or his ministers. Depending on the nature of the times, the abilities of the rulers and the nature of the requests, the petitions were addressed, sometimes to the satisfaction of the interests of the petitioners and sometimes to the dismay of the rulers.[8]

The model, though not new in the world, was adopted for use in Alberta, and is extensively used to this day. In effect it consists of an established interest group formulating a petition, usually a brief, which is duly endorsed by the membership of the group; it is then presented by a delegation of the interest group members to the members of the Cabinet of the Government for consideration. Receipt of the brief is acknowledged and the contents of the brief are later examined by appropriate civil servants. The interest group is advised of the action being taken in relation to the items identified in the brief.

These annual audiences and briefs afford the government and the interest group an opportunity to explore the adequacy of present policies and contemplate the potential of future ones. Though presentations are made to the Cabinet of Government, only those ministers directly affected by the identified items in the brief respond.[9]

So it was during the sixth decade of this century. Interest groups made their presentations to Cabinet and appropriate ministers responded, including the Minister of Education. But as the decade wore on, it became increasingly obvious to the Minister of Education that there was need for a general examination of the educational system and to have some directions and indicators for the future. At the urging of the Minister of Education, it was decided that a Royal Commission should be struck for a thorough examination of Alberta's educational system. The decision resulted in the establishment of a Royal Commission on Education by Order-in-Council 2009/57 on December 31, 1957.

THE ACTORS

Many people in many organizations and groups contributed to the Royal Commission and while a complete listing of all participants is impractical, identification of key actors is essential. For purposes here, consideration is given to two groups of actors active during the life of the Commission.

The first group includes the Commissioners themselves. Chosen to be representative of the Albertan population, the six individuals charged with providing a comprehensive review of the system of education were the key to the efficiency and credibility of the conduct of the Commission.

The Commission was headed by Senator D. Cameron, a man interested in education and held in some esteem for his political activities both at the provincial and federal levels.[10]

To represent the academic community, the Minister chose Dr. G.L. Mowat of the University of Alberta. His insights and wisdom in educational matters were much appreciated by his Commission colleagues.

Mrs. D.A. Hansen was chosen because of her interest in education from a parent's point of view. Her work with Home and School Associations exemplified this parental interest and was a consideration in her selection as a Commission member.

As Alberta was still an agricultural province and there was need to have agriculture represented on the Commission, Mrs. W.C. Taylor was added to the Commission roster. Known for her energetic forthrightness in educational and agricultural matters, she possessed a rural point of view that was difficult to ignore.

Recognizing the need to have the views of adherents of the separate school concepts, the Minister of Education chose to name Mr. J.S. Cormack, a lawyer, to contribute to the Commission as a member.

The selection of Mr. N.W. Douglas, retired manager of the Hudson's Bay Company, to represent the interests of business on the Commission rounded out the Commission membership.

As has already been ascertained, Mr. Aalborg, the then Minister of Education, had much to do with arranging the appointment of the Commission members. This consisted of talking to different organizations to find suitable representatives, utilizing the department to draft the terms of reference for the Commission, and speaking with each person prior to the Commission appointment.[11]

There were also support personnel attached to the Commission without whom the functioning of the Commission may have been different. It is the considered opinion of a majority of the individuals interviewed that chief among these support staff was Dr. R. Rees who was seconded from the Department of Education to act as Secretary to the Commission.

As Secretary, he was responsible for the organizational work of the Commission, for looking after the welfare of the Commissioners, and for assembling the staff required for the analysis of the briefs. In this facilitator role he was a coordinator and expediter. On occasion, he was privileged to participate in Commission discussions.[12]

Other support staff whose services enabled the Commission to function included Dr. R. MacArthur and Dr. A. Brown who undertook research projects for the Commission as these arose.[13]

There is a second group of actors originating with interest groups which deserves closer examination. Among the 156 groups that made presentations to the Commission, several can be identified as being key groups in terms of either activity or interest in education. As identified earlier, and as confirmed in interviews with Commission members, the identified key groups included The Alberta Teachers' Association, the Alberta School Trustees' Association, the Alberta Federation of Home and School Associations, the Farmers' Union of Alberta, the Faculty of Education at the University of Alberta, and the Department of Education.[14]

Several key individuals were identified with each group in interviews with interest group representatives. The Alberta Teachers' Association (ATA), for example, had Mr. Eric Ansley who was the General Secretary of the ATA when the Commission was initiated, and who was replaced as General Secretary by Dr. S.C.T. Clarke from the University of Alberta; Mr. McKim Ross was President of the ATA during 1957-1958, and was replaced by Mrs. Inez Castleton in 1958-1959; and Mr. J. McFetridge.

The Alberta School Trustees' Association, though under the leadership of Mr. E. Parr, President from 1956 to 1962, relied upon the organizational abilities of Mr. T.C. Weidenhamer, then General Secretary of the Association and Editor of the ASTA Magazine.

The Faculty of Education at the University of Alberta under the guidance of Dr. H.T. Coutts, Dean of the Faculty, and with the efforts of Dr. G.H. Dunlop, Dr. W. Pilkington, Dr. H. Melsness, and Dr. H. Sparby, put forward a brief to the Commission. Dr. S.C.T. Clarke, who was with the Faculty of Education at the inception of the Commission, assumed the position of General Secretary of the ATA in 1959 and contributed his talents to this latter organization. Two other members on the Faculty, Dr. R. MacArthur and Dr. A. Brown, went on to assist the Commission by conducting assorted research studies.

Within the Department of Education there was Dr. W. Swift, Deputy Minister, who, as a chief civil servant within the Department, was key prior to the inception of the Commission and after. Prior to the Commission, he drafted the terms of reference for the Commission for the Minister's approval and provided departmental assistance to the Commission in the person of Dr. R. Rees. Once the Commission work was completed, he directed the analysis of the recommendations of the report to ascertain the status of each in terms of implementation.

While efforts were made to ascertain more about the key individuals within the Alberta Federation of Home and School Associations and within the Farmers' Union of Alberta during the period, the only information available indicated that as far as these associations were concerned, the work of the groups culminated in the presentations made by group representatives at the Commission hearings. As indicated in the transcripts of the hearings, the individuals representing the Federation of Home and School Associations were: Mr. Jeacock, Mrs. Shedden, Mr. Fry, Mrs. D. McCullough, Mr. E. Hodgson, then President, and Mr. Johnson. Representing the Farmers' Union of Alberta at the hearings were: Mrs. Johnson, Mr. A. Platt, then President, Mrs. Armstrong and Mrs. Molen.

The above listing of key individuals is only a partial one. There were thousands of others who through their association with these and other groups made it possible for the identified individuals to present the collective thinking of the groups they represented. The substance of the collective thinking is the subject of the next section.

ISSUES

Because of the enlarged public attention to education, and because of the problems created in education by social and economic conditions in Alberta at the time, the Minister of Education undertook to have the problems further defined and studied. The resulting Order-in-Council 2009/57 establishing the Commission and setting out its terms of reference was approved by the Honourable John J. Bowlen, Lieutenant Governor, on December 31, 1957, as follows:

> The Executive Council has had under consideration the report of the Honourable the Minister of Education, dated December 30th, 1957, stating that:

WHEREAS under the provisions of THE PUBLIC INQUIRIES ACT, being chapter 258 of the Revised Statutes of Alberta, 1955, it is provided that where the Lieutenant Governor in Council deems it expedient and in the public interest to cause an inquiry to be made into and concerning a matter within the jurisdiction of the Legislative Assembly and that he declares by his commission to be a matter of public concern, the Lieutenant Governor in Council may appoint one or more Commissioners to make the inquiry and to report thereon; and

WHEREAS it is deemed expedient and in the public interest that a public inquiry be made under the provisions of The Public Inquiries Act, being chapter 258 of the Revised Statutes of Alberta, 1955, by way of a comprehensive survey of the various phases of the elementary and secondary school system of the province with particular attention to programs of study and pupil achievement; and

WHEREAS the Minister of Education has constituted an Advisory Committee consisting of representatives of a number of Alberta organizations interested in Education and has consulted with the said Advisory Committee with respect to the terms of reference of the inquiry as set forth herein; and

WHEREAS the said Advisory Committee is available for consultation from time to time by the Commissioners nominated herein, at the request of the Commissioners; and

WHEREAS it is deemed expedient that a Commission issue to Honourable Donald Cameron, House of Senate, Ottawa, as Chairman of the Commission, and Wilma Hansen (Mrs. D.A. Hansen), 2915 Champlain Street, Calgary, and Ivy Taylor (Mrs. W.C. Taylor), Wainwright, and John S. Cormack, 11007 - 99 Avenue, Edmonton, and Norman W. Douglas, 3603 - 8A Street S.W., Calgary, and Gordon Leslie Mowat, 11622 - 77 Avenue, Edmonton, as Commissioners to conduct the said inquiry and that the said Commission do declare the aforesaid matters to be matters of public concern.

THEREFORE, upon the recommendation of the Honourable the Minister of Education, the Executive Council advises that a COMMISSION do issue appointing DONALD CAMERON, WILMA HANSEN, IVY TAYLOR, JOHN S. CORMACK, NORMAN W. DOUGLAS, AND GORDON LESLIE MOWAT, as Commissioners to conduct the said inquiry, the said Donald Cameron to be Chairman of the Commissioners, and that they be authorized and directed to study and consider the following matters:

A. The Commissioners shall study and consider the aims and objectives essential to maintain a proper and adequate educational program for pupils of the elementary and secondary schools of the Province;

B. The Commissioners, having regard to their findings relative to A, above, shall inquire into the various aspects of elementary and secondary education as they relate to the schools of Alberta; and to the extent that they deem it feasible the Commissioners shall during the course of their inquiry and without restricting their consideration of any aspects, have special regard to the following list of subjects:

(1) The curricular programs of the several school levels.

  (a) The suitability and adequacy of the subjects offered;

  (b) The efficiency of teaching and pedagogical procedures;

  (c) The adequacy of the organization, administration and supervision of instruction;

  (d) The adequacy and availability of school textbooks and of school library services;

  (e) The feasibility and desirability of interprovincial standardization of courses and textbooks;

  (f) Aids to teaching, with special attention to films, radio and television.

(2) The attainment of school pupils and the procedures governing their classification and promotion.

  (a) The age of entrance into Grade I;

  (b) The acceleration and retardation of pupils;

  (c) The establishment of achievement norms;

  (d) The retention of pupils in school;

  (e) Departmental examinations and the extent to which these should be modified, restricted or extended;

  (f) The requirements for high school graduation, for university entrance, and for entrance into other educational institutions and training schools, including technical schools.

(3) The extent to which various special services are desirable and necessary, and the nature of those services which should be adopted as integral parts of the educational system of the Province.

  (a) Guiding and counselling;

  (b) The requirements of gifted pupils;

  - (c) The requirements of handicapped pupils;
  - (d) Health services;
  - (e) Financial aid for high school students.

(4) Types of school organization.

  - (a) Centralized schools;
  - (b) Composite high schools;
  - (c) The small high school in which the ratio of teachers to grades is less than one;
  - (d) High school education as related to Junior Colleges;
  - (e) Technical, vocational and agricultural training in high schools;
  - (f) The divided school year or semester system at the high school level.

(5) Physical facilities.

  - (a) The adequacy and suitability of existing facilities;
  - (b) The utilization of school plant and equipment.

(6) The quality and supply of teachers.

  - (a) Entrance requirements;
  - (b) Facilities and programs for teacher education;
  - (c) Certificates and certification requirements;
  - (d) In-service education;
  - (e) Factors relating to the recruitment and supply of teachers;
  - (f) The distribution of teachers between urban and rural schools;
  - (g) Financial aid to teachers in training.

(7) The relationship of the educational system to the requirements of industry and the modern community.

  - (a) The growing demand for trained personnel and the provisions necessary to adequately meet that need;

(b) The impact of industrial employment opportunities on high school and university attendance;

(c) The impact of community attitudes on education;

(d) The nature of the instruction required for technical vocational training;

(e) Instruction in agriculture.

(8) The economics of education in so far as finance is a factor in respect to an appraisal of the matters enumerated above and other related subjects but exclusive of any detailed study of sources of funds for school purposes or procedures whereby such funds are obtained and distributed.

and to report thereon to the Lieutenant Governor in Council and to make such recommendations to the Lieutenant Governor in Council as the said Commissioners may in their discretion consider proper and advisable;

AND FURTHER that the said Commission do declare the said matters to be matters of public concern.

AND FURTHER that the said Commission do confer upon Donald Cameron, Wilma Hansen, Ivy Taylor, John S. Cormack, Norman W. Douglas, and Gordon Leslie Mowat, the power of summoning witnesses before them and to require such witnesses

(a) to give evidence on oath, orally or in writing, on or solemn affirmation (if they are persons entitled to affirm in civil matters) and

(b) to produce such documents and things as the said Commissioners may deem requisite to the full investigation of the matters into which they are appointed to inquire,

and further conferring upon the said Commissioners the same power to enforce the attendance of witnesses and to compel them to give evidence as is vested in any court of record in civil cases.

AND FURTHER that the Commissioners may, with the prior approval and consent of the Lieutenant Governor in Council, secure consultant services, other than the Advisory Committee hereinbefore mentioned, where necessary or desirable in any phase or phases of their inquiry in either an advisory capacity or for the purpose of separate analyses to form appendices to the report of the Commission.

(SIGNED) ERNEST C. MANNING

CHAIRMAN

(Report of the Royal Commission on Education in Alberta, 1959:3-6).

Issues Addressed by Interest Groups

In the ensuing activities, interested individuals and groups were invited to submit briefs on any or all the issues that were within the Commission's terms of reference to investigate. In all, 189 briefs were submitted. Of these some 156 came from interest groups. Each group had its own views of the issues, and some offered solutions.

Of interest here are those issues addressed by the selected interest groups. Of particular interest here are the views of the selected interest groups on two selected issues, namely, curriculum and teacher education.

The Alberta Federation of Home and School Associations chose to address the issues of school philosophy, curriculum, standards of achievement, special services, school organization (centralization), physical facilities, quality and supply of teachers, and relationship between system, industry and community.[15]

Interests of The Alberta Teachers' Association focused also upon school philosophy, curriculum, standards of achievement, special services, organization of schools, quality and supply of teachers, and relationship between system, industry and community. In addition, the interests of the ATA focused upon higher education, research in education, and the financing of education.[16]

By the same token, the Alberta School Trustees' Association put forward views regarding curriculum, achievement standards, special services, organization of schools, physical facilities, quality and supply of teachers, and relationship between the system, industry and community.

The Farmers' Union of Alberta also addressed the issues of school philosophy, curriculum, achievement standards, special services, organization of schools, educational research and teacher preparation. Being an agricultural interest group, the FUA provided its views on vocational training in agriculture.

As for the Faculty of Education at the University of Alberta, its interests lay in teacher preparation primarily, but in addition, research in education, facilities, aims and objectives, relationship between the system, industry and community, curriculum, organization of schools, achievement standards, and special services were of concern.

Lastly, the Department of Education made a submission on achievement standards.

Table 1 on page 55 summarizes the analysis of general issues addressed by the selected groups.

As can be ascertained from Table 1, all of the selected interest groups except the Department of Education addressed at least seven issue areas. Two groups, The Alberta Teachers' Association and the Faculty of Education at the University of Alberta addressed nine issue areas each. Five of the six selected groups chose to address the issue areas of curriculum, special services, organization of schools, teacher preparation, and relationship between system, industry and community. Four of the six groups addressed the issue of aims and objectives, and three of the six selected groups chose to address the issues of physical facilities and other issues. Only one of the six selected groups presented views on the financing of education, while all of the selected groups elaborated on the issue of achievement standards.

Table 1

Issue Areas Addressed by the Selected Interest Groups

Issue Areas	AFSHA	ATA	ASTA	Fac.Ed. U of A	FUA	Dept. Ed.
Aims and objectives	X	X		X	X	
Curriculum	X	X	X	X	X	
Achievement standards	X	X	X	X	X	X
Special services	X	X	X	X	X	
Organization of schools	X	X	X	X	X	
Physical facilities	X		X	X		
Teacher preparation	X	X	X	X	X	
Relationship between system, industry and community	X	X	X	X	X	
Financing education		X				
Other (Research in education, higher education, etc.)		X		X	X	

SUMMARY

This chapter focussed upon those aspects of the social, economic, cultural and political conditions which provided purpose and vitality to the Alberta Royal Commission on Education. It was shown that the unexpected prosperity following World War Two which thrust itself upon a self-reliant, culturally and ethnically diverse population of Alberta, dispersed the fears of predicted social and economic chaos and prompted that population to take issue with the quality of the educational system which had undergone considerable change since 1935. To preserve the integrity of the education system, the government of the day, which had held power since 1935, chose to establish the Alberta Royal Commission on Education with the purpose of surveying the system in general terms and providing some directions and indicators for the future.

An attempt was also made in this chapter to sketch in general terms the interest groups selected for further study and to identify the key actors associated with the activities of the Commission. Identified were the Commission members themselves and the support staff which facilitated the Commission's work. Also identified were some of the actors associated with the selected interest groups which made presentations to the Commission.

In the latter part of the chapter, the issues investigated by the Commission were delineated according to the Order-in-Council which set out the Commission's terms of reference. An analysis was presented indicating the commonality of interest in general issue areas among the selected interest groups. It was noted that five of the six selected groups had chosen to address at least seven of the issue areas identified in the Commission's terms of reference, while one group, the Department of Education, addressed only one.

While this chapter provided the social, economic, political and cultural background to the Commission and the selected interest groups, the questions of how these groups operated and where, are the object of the next chapter.

FOOTNOTES

1. Based on DBS Census of Canada, 1941 and 1951.

2. Cameron Commission Report, page 23.

3. Cameron Commission Report, 1959:30.

4. DBS Census of Canada, 1921 and 1951.

5. See Loken, G. "Perspectives on Change in Educational Structures in Alberta," The Alberta Journal of Educational Research, December, 1969, 207-223.

6. See Hodgson, Ernest D. "The Nature and Purposes of the Public School in the Northwest Territories (1885-1905) and Alberta (1905-1963)," Unpublished Doctoral Dissertation, University of Alberta, 1964.

7. E.g., see the major papers of that era especially The Calgary Herald and the Edmonton Journal of that period for their editorials.

8. A number of cases can be cited: 1) Moses petitioning Pharoah prior to the exodus; 2) the petition of the free landholders to King John I resulting in the Magna Carta; 3) the demands for work placed before the Bennet government during the thirties by the unemployed which eventually spelled the demise of the Bennet regime in 1935.

9. In Alberta, groups had three avenues of access to the government: 1) directly to the Minister; 2) to the Minister and colleagues; or, 3) to the whole of Executive Council. Once a year, the Minister and his senior officials were visited by the executives of interest groups who would make a presentation based on resolutions passed at the last general meeting of the group concerned. It was tradition that three of the groups, the ATA, the ASTA, and the Alberta Federation of Home and School Associations, take a half day or more in making their respective presentations. (Based on an interview with Dr. W. Swift, 1978 06 16.)

10. The choice of chairman for the Commission was somewhat of a problem. Requiring someone with enough prestige to guide the Commission and to give the Commission credibility, A.O. Aalborg considered the possibility of some individual from the CEA and at one time thought that it may be possible to obtain the services of a Dr. W.C. Lorimer who was Superintendent of Schools in Winnipeg at the time and who was highly regarded in educational circles. However, Dr. Lorimer declined and at the end of 1957 strong consideration was given to having Senator Cameron fill the role for several reasons: 1) he was well known in Alberta and in Canada; 2) he was director of the Banff School of Fine Arts which he had founded; 3) he was a former FUA member of the Alberta legislature; etc. (Based on an interview with Mr. A. Aalborg, 1978 06 14).

11. Interview with Mr. A. Aalborg, 1978 06 14.

12. Interview with Dr. R. Rees, 1978 07 27.

13. Interview with Mr. A. Aalborg, 1978 06 14, and with Dr. Coutts, 1978 07 20.

14. These groups were identified in interviews with individuals who served on the Commission. The main actors associated with each group were identified in interviews with interest group representatives.

15. Alberta Federation of Home and School Associations' brief to the Cameron Commission.

16. The Alberta Teachers' Association brief to the Cameron Commission.

CHAPTER V

PROCEDURES, GOALS, RESOURCES AND TACTICS

With the environmental context, key actors, and general issues having been identified, it is appropriate at this point to provide an account of the investigation undertaken by the Alberta Royal Commission on Education and the manner in which interest groups contributed to that investigation.

In this chapter, an attempt will be made to outline: 1) the preparation undertaken by the Commission for the conduct of hearings; 2) the manner in which interest groups prepared their respective briefs; 3) the conduct of the hearings of the Commission; and 4) the presentation of the briefs by the interest groups. From such elaboration a flavour of the procedures, goals, resources and tactics that affected the Commission and participating interest groups will be obtained.

PREPARING FOR THE HEARINGS

When the decision was made to appoint a Royal Commission to survey the state of education in the province, the Minister of Education, the Honourable A. Aalborg, communicated the decision to Dr. W. Swift, his Deputy Minister, asking Dr. Swift to draft a recommendation for the Order-in-Council authorizing the establishment of the Commission and setting out its terms of reference.

On instructions from the Minister, Dr. Swift proceeded to frame terms of reference which would allow the Commission to examine the criticisms about what the schools were doing. There was only one prohibition. The Commission was not to enquire into the financing of education.[1]

During the course of setting up the Order-in-Council, Dr. Swift was also consulted about the individuals who might make up the Commission and about an individual who might serve it in an administrative capacity.

Upon Dr. Swift's recommendation, Dr. R. Rees of the Department of Education, was attached to the Commission to serve as its Secretary and to perform administrative functions on behalf of the Commission.[2] From this point until the report was completed, the Department of Education had little, if anything, to do with the Commission.

Organizing the Commission

Once appointed, the Commission lost no time in getting down to work. Its first regular meeting was held on December 30, 1957, the day before the signing of the Order-in-Council making its appointment official and much was accomplished in the way of setting out procedures to be followed.

It was at the first meeting that it was decided that briefs would be called for between March 1, 1958 and April 15, 1958, with public hearings to be held during May and June, 1958. Commissioners were to gather data in areas of special interest and to file all data and correspondence related to the Commission with the Secretary. All Commissioners were to study aims and objectives. A subcommittee was struck to recommend on appropriate procedures to be followed by the Commission.

The Commission met with the Minister to review the terms of reference of the Commission and the place and function of the Advisory Committee. Dr. Swift undertook to incorporate the suggestions made at the meeting into a memo which would serve as the basis of the Order-in-Council establishing the Royal Commission on Education.

Following the meeting with the Minister, the Commission instructed Dr. Rees to place public notices in the press and over radio calling for the submission of briefs between March 1 and April 15, 1958. The brief was to be typed on one side only and submitted in ten copies. The notice in the press was to be bold faced and boxed.[3]

More procedural decisions were taken at the second regular meeting of the Commission held January 29 and 30, 1958. The sub-committee on procedures was instructed to compile a list of persons who could appear before the Commission. It was decided that the forum technique would be used as the medium for eliciting the contributions of these individuals.

Twenty-two hearing centres were scheduled at the second meeting. Dr. Rees was instructed to ascertain the availability of space in the court houses in the chosen centres and the numbers that could be accommodated.

Briefs were to be numbered when received and if no briefs were received from a given area, a notice would be placed in local newspapers announcing that the Commission would hold a hearing at a convenient centre if anyone wished to submit any briefs. It was announced that April 28, 1958 was the date for hearings in Edmonton. A firm schedule for the other centres was to be submitted at a later meeting.

The sub-committee on procedures, whose members consisted of Drs. Mowat, Rees and MacArthur, presented its report. In the ensuing discussion the following decisions were taken:

1. Commission members would be permitted to secure public opinion and information through travels and interviews. Where necessary, anonymity of the contributor could be protected.
2. Commissioners would study all topics carefully until the Report was completed.
3. Appropriate thesis materials would be studied.[4]
4. A list of institutions from which briefs were desired would be drawn up.
5. Forums should be used if participants were carefully selected and specifically invited to participate.
6. No attempt would be made to have briefs structured before submission.
7. All briefs would be studied by Commissioners before the hearing. Questions related to a brief would be decided at a short informal meeting of the Commission.
8. Research would be employed where possible to confirm, verify or even to disprove statements made to the Commission.
9. A law court atmosphere at the hearings would be avoided. Legal counsel would be sought only as needed.
10. Hearings would consist of two phases. The first phase would consist of a preliminary presentation during which the main points of emphasis and the overall structure of the brief would be presented. The second phase would consist of a question period for the Commissioners. Commission discretion would determine the length of each phase though ten to fifteen minutes for

the first phase was felt to be sufficient for individuals making presentations.

11. A tape recorder and a competent stenographer should be at all hearings.
12. The Commission could request a meeting with parties submitting briefs to discuss presentation of the briefs, though this may not be necessary in all cases.
13. A person submitting a brief would have the opportunity to appear for a hearing but no person would appear before the Commission if a brief had not been submitted at least seven days before the hearing. An exception would be made for persons specifically invited to make a presentation to the Commission.
14. In the case of organizations with dispersed members, the central organization and member groups would submit briefs independently.
15. Persons other than the one presenting the brief would be allowed to speak to the brief.

During this second regular meeting the Chairman was authorized to approve expenditures of funds on projects recommended by committee to the Commission and the Secretary was authorized to procure whatever clerical staff was necessary.[5]

PREPARING THE BRIEFS

Dr. Rees arranged for the placement of advertisements in newspapers throughout the province calling for the submission of briefs on or before April 15, 1958. It was these notices that prompted interested groups and individuals to prepare the statements outlining thoughts about education. Considering the time span between the date of placing the advertisements and the date by which briefs were to be submitted, groups and individuals did not have much time to prepare their briefs. But prepare them they did. Just how some of the briefs were prepared is the subject of this section.

To contrast the methods used, the approaches used by the selected interest groups will be examined. The account which follows focuses upon all of the groups; however, information pertaining to the approach taken by the Alberta Federation of Home and School Associations was limited.

Alberta Federation of Home and School Associations

In its brief to the Commission, the Alberta Federation of Home and School Associations alluded to the impact of the short timeline imposed upon the preparation of the brief by pointing out that the recommendations put forward were based upon resolutions approved and briefs endorsed by the majority of delegates at various annual conventions, and upon views of the AFHSA specifically formulated for the brief which had yet to be endorsed by the membership at large at the 1958 Annual Convention.[6]

The Alberta Teachers' Association

The deadline for submission of a brief to the Commission was an extremely short one. Among the groups to feel the keenness of this condition was The Alberta Teachers' Association. After due consideration by the Executive Council, Executive Secretary of The Alberta Teachers' Association, Mr. Eric Ansley, was to organize preparation of a brief for submission. Recognizing the shortcomings of the organization, Mr. Ansley and Mr. McKim Ross approached Dr. H. Coutts, Dean of the Faculty of Education at the University of Alberta indicating the Association's desire to work on the brief and soliciting the aid of experts in the Faculty of Education.

In late April of 1958, Mr. Ansley and The Alberta Teachers' Association invited a number of people from the Faculty of Education to a dinner at the Mayfair Golf and Country Club. The dinner was used to outline the features of the brief and to emphasize the need for the best brief possible.

Considering the appeal for assistance, the Faculty of Education turned to its pool of experts inviting them to provide statements which addressed the issues defined within the Commission's terms of reference.

Mr. Ansley and Mr. Ross soon recognized the need to do something with the statements that were received as the submitted material varied in length, format and style. Furthermore, there were no recommendations. So, Dr. Coutts was again approached for assistance, this time for an individual to undertake the job of editing the material.

Several individuals within the Faculty of Education were recommended. Upon the high recommendation of Dean Coutts, The Alberta Teachers' Association approached Dr. S.C.T. Clarke to take the submissions, make recommendations out of the material, and to put the material into one document--the brief.

Dr. Clarke accepted the editing task. Working on the material for 26 days, Dr. Clarke produced a document that met the requirements of The Alberta Teachers' Association. The final document was comprehensive, addressing all issues identified in the terms of reference of the Commission, and which, for ease of comprehension, had all recommendations of the brief extracted and placed at the back. The brief, in this format, was, upon printing by Commercial Printers, submitted to the Alberta Royal Commission on Education.

The Alberta School Trustees' Association

The shortness of time was of significance to the Alberta School Trustees' Association. With the creation of the Commission and the subsequent call for briefs in early 1958, the ASTA added the task of preparing and submission of a brief to its other tasks that needed attention in 1958. To prepare the brief, the ASTA appointed a committee on March 29, 1958.[7]

The committee dealt with the terms of reference of the Commission forthwith. Some areas, it was noted, the ASTA might not be qualified to properly address. Other areas were deemed to be within the domain of other groups.

Shortage of time and manpower limited the comprehensiveness of the brief that was submitted. The result was a sixty page document covering a variety of topics outlined in the terms of reference of the Commission flavoured by discussion, opinion, and recommendations within the Association. Accompanying the brief was the report on buildings and equipment as submitted to the first Canadian Conference on Education held in Ottawa, Ontario in February of 1958 and an addendum to the brief addressing the topics of educational research, junior colleges, ungraded primary grouping, merit rating, agricultural schools, staffing rural schools and long distance vanning.[8]

The General Secretary of the ASTA, Mr. Wiedenhamer, wrote to the school boards of school divisions outlining what the ASTA was doing in regard to the preparation of a brief and inviting submission of additional statements or briefs. There were meetings to arrange, information to track down, and the draft brief to proofread. This latter task was made lighter by Mrs. F.C. Butterworth, a member of the ASTA executive, who undertook the tasks of editing and typing the written materials.[9]

The Association did submit its documents, including statements received from various school boards throughout the province, to the Commission by the set deadline. However, its submission did not preclude any of the members of the Alberta School Trustees' Association from making submissions on their own. Indeed, some members did.

The Farmers' Union of Alberta

The Farmers' Union of Alberta, through the Farm Women's Union of Alberta, had been preparing a position paper for presentation to the government prior to the appointment of the Cameron Commission. Instrumental in the preparation of that position paper was Mrs. Taylor, who was appointed as a Commission member.[10] Once the Commission was set up, Mrs. Taylor was no longer available to prepare a brief which would reflect the viewpoint of farmers. Under these circumstances, the FUA set up a committee to review past briefs, to review the undelivered position paper, and to prepare the necessary brief.

The Faculty of Education

In providing assistance to The Alberta Teachers' Association, the Faculty of Education had utilized its professional expertise to address all aspects of the issues identified by the Commission. The material contributed to the ATA, when edited by Dr. Clarke, formed a most comprehensive brief. In the view of members of the Faculty of Education, the material produced for the ATA, in the form of individual papers, represented the best effort of the Faculty.

However, shortly after the material was turned over to the ATA, the Dean of the Faculty of Education was approached by the President of the University to indicate that other faculties at the University were preparing briefs for the Commission and to inquire as to the intentions of the Faculty of Education. In the ensuing conversation, the Dean was persuaded to prepare a brief which reflected thinking within the Faculty.

But herein lay a dilemma: the efforts of the Faculty in assisting the ATA represented the Faculty's best; yet the brief must reflect current thinking within the Faculty in matters educational. And, there was not much time left to put together a brief.

In reviewing the goals and objectives of the Faculty, the Dean and a number of close associates soon came to define the major purpose of the Faculty of Education as that of providing teacher education. This, it was decided, should be the focus of the brief to the Commission and all views on other issues should be related to teacher education.

Teacher education became the most important issue in the brief from the Faculty of Education. The amount of space devoted to the issue belied its importance, but it was the first part of the brief and was the most consistent part of the brief in terms of style and point of view. It was most consistent because a small committee had assembled and edited the material.

On curricular matters however, the Dean had to go to individual experts in the Faculty for material. This material was then edited for inclusion in the brief.

The task was not an easy one. Not many people within the Faculty thought consistently about why teacher education should be centred in a university. Even fewer had given any thought to the advantages. Preparation of the brief presented an opportunity for the Faculty to put forward the case for university centred teacher education and for improvements in teacher qualifications. It was an opportunity the Faculty of Education exploited.[11]

The Department of Education

The Department of Education did not make a representation to the Commission in the same manner as the other interest groups. Being an extension of the Minister, departmental officers would have been most indiscreet to make such an approach.

However, the Commission was free to consult with the Department in background to any or all issues before it. On one occasion, the Commission did consult the Department relative to departmental examinations.[12] The Department responded and the Commission treated the response as a submission.

CONDUCTING THE HEARINGS

Having invited the submission of briefs, and having set up procedures to be used in hearings, the members of the Commission began to prepare themselves for the conduct of hearings. This preparation included reading relevant materials, making appropriate visits and soliciting informal opinion. Commissioners had all agreed to study aims and objectives in accordance with the Commission's terms of reference. Work commenced immediately on the study of other aspects of the terms of reference as well.[13]

As submissions came in, copies were made available to each Commission member for study. A schedule of hearings throughout the province was set up. This schedule was advertized in news media and organizations were advised of the date(s) on which their particular brief would be heard by the Commission.[14]

Dr. Rees kept records of Commission meetings and minutes were made available to Commissioners for their consideration as soon as possible following Commission meetings. Dr. Rees, having been authorized to assemble stenographic assistance, arranged to have two stenographers at the hearings as well as a tape recorder to record proceedings.[15] By these means records of hearings were produced, maintained and distributed to Commission members for consideration.

The information collected by the Commission became increasingly important with the passage of time. To cope with the mass of information, Dr. Rees utilized a keyhole card system. Briefs were analyzed for the issues that were addressed and any suggestions or recommendations that were made. The records of the hearings were subjected to a similar process. The information was condensed, coded and appropriately referenced on keyhole cards. This approach to the information gathered by the Commission proved to be a crucial element in the work of the Commission as it was the major items from these processes that were used as a basis for the Report of the Commission.[16]

With the passage of time it became increasingly imperative for the Commission to have its own offices where records and documents could be stored, reviewed, analyzed and discussed without interference.

When the Commission was first formed, and was meeting in Edmonton, it utilized board rooms at the Administrative Building which also housed the Department of Education. When outside of Edmonton, the Commission used whatever accommodation could be had for its meetings.[17] It was not until September of 1958 that suitable offices were found to house the Commission. On October 1-2, 1958, the Commission's Eighth Regular Meeting was held in the board room at 304 Rawleigh Building in Edmonton. This remained as the address of the Commission until it completed its work in 1959.

The new quarters at 304 Rawleigh Building were sufficient for Commission purposes. Not only did these quarters house the documents and the staff attending to the needs of the Commission, but there were facilities for duplicating material, facilities for research projects and facilities for the Commission members to confer with one another, to discuss issues and to make recommendations related to issues. Any and all supplies required by the Commission were available.

In terms of human resources, the Commission had ample access to the expertise of individual members. While this expertise was relied upon, the expertise and knowledge of Dr. Mowat, Vice-Chairman of the Commission and Dr. Rees, Secretary, were of immense value to the Commission in operational matters.

And there were occasions when input was needed from other quarters especially when a fuller understanding of issue areas was required. From time to time, and as necessary, consultants were brought in to give professional advice to the Commission. These experts were from all segments of society: academics, educators, lawyers, superintendents, subject matter specialists, and so on. Their contributions were of immense value to the work of the Commission.

It was the procedural orientation set forth at the first meetings of the Commission, the resources and the operational mode that enabled the Commission to hear the public concerns and to impose a measure of understanding of the diverse views expressed to it.

The Alberta Federation of Home and School Associations

Though information is limited at best regarding the approach taken by the Alberta Federation of Home and School Associations to the hearings, it is known that in 1958 the organization of parents, teachers and other persons interested in children and youth had a membership of some 31,000 comprising some 581 Associations throughout the province. The chief concern of the Alberta Federation of Home and School Associations was the education and welfare of all children in Alberta and throughout Canada, a view AFHSA representatives endeavoured to put forward in the hearings.

The Alberta Teachers' Association

Having assembled material for a brief with the assistance of the Faculty of Education, and having secured the assistance of the Faculty of Education to edit the material so that a coherent brief could be submitted to the Commission, the officials of The Alberta Teachers' Association went one step further by enlisting the Faculty of Education in the presentation of the brief.

There were several reasons why this was done. In spite of a large membership (some 9,000 teachers at the time) the membership was largely a practicing one. One of the objectives of the exercise was the production of a brief which reflected the best expert opinion at the time. The best knowledge regarding educational matters, from the perspective of the ATA, resided within the University as school systems at the time did not have the specialization demanded by the task; only some 26 percent of the teachers held a degree.

As well, the central organization in Barnett House, then located on 103 Street and 99 Avenue in Edmonton, had characteristics which prompted the course of action taken. For one, the staff at Barnett House was small, consisting of two clerical staff and six executive officers. For another, some positions were not full-time, the Presidency being a good example.

Other factors may have affected the decision to solicit academic expertise. For example, the relationship between The Alberta Teachers' Association and the University was a rather close one. Many individuals within the Faculty were seasoned teachers who, being members of the ATA at one time, now viewed the profession through academic eyes. In some cases, the view was tempered by personal friendship between faculty members and members of the ATA executive, and by executive experiences within the ATA.[18]

So it was that between April 28, 1958 and April 30, 1958, the ATA presented its brief at the first hearing of the Commission. Inez Castleton, President of The Alberta Teachers' Association, made the introductory remarks. On hand to assist in the answering of questions posed by Commissioners were Mr. McKim Ross, Past President, Mr. E. Ansley, Mr. R. Staples and Mr. J. McFetridge of The Alberta Teachers' Association accompanied by Dr. H. Coutts, Dean of the Faculty of Education, Dr. S.C.T. Clarke, Professor B.Y. Card, and Dr. G.M. Dunlop from the University of Alberta. Transcripts of the proceedings of the hearings reveal that a majority of the questions posed to The Alberta

Teachers' Association drew response from representatives from the Faculty of Education.[19]

As it turned out, the Commission sought the advice of The Alberta Teachers' Association again in September of 1958 on the subject of the aims and objectives of education.

The Alberta School Trustees' Association

The Alberta School Trustees' Association faced some difficulty with preparation of the brief; and most of the difficulty could be attributed to resources.[20]

As was pointed out earlier, the size of the staff of the provincial organization was very limited with the day to day operations of the central office as the responsibility of the General Secretary. In 1957 the fee income from member boards for the year totalled some $13,500. This amount, plus money obtained from advertizing and subscription fees to the Association's Magazine, was all that was available to offset operating costs. The General Secretary, aware of the need to increase the prestige of the Association and to enhance its assertiveness, endeavoured to persuade trustees that a larger budget and office staff were needed.

The campaign to secure more resources for the operation of the Association had to compete with the consideration that members had to give to economic issues, the ensuing split between urban and rural boards, the approval of a new constitution, and preparation of a brief for submission to the Cameron Commission. However, the campaign was successful, so that in 1959 a stenographer was added to the office staff and in 1960, a second executive staff member was added.

With the limitations of staff, resources, and time, the Association attempted to address all issues within the terms of reference of the Commission, found that not much could be done with some, developed well those it had expertise for, and with a declaration of its inabilities, prepared its presentation.

So it was at 9:00 a.m. on September 26, 1958,[21] that Mr. T.C. Wiedenhamer, General Secretary of the Alberta School Trustees' Association, accompanied by Mr. E. Parr, President of the Association, Mr. R. Hennig, Mr. P.C. Johnson, Mr. G.P. Huckle, Mr. P. Chauvet, Mrs. F.C. Butterworth, and Mr. A.G. Andrews presented the Association's brief to the Cameron Royal Commission in the Club Room of the Jubilee Auditorium.

The Farmers' Union of Alberta

The Farmers' Union of Alberta, a direct membership organization representing some 40,000 farm men and women in the province, was somewhat better prepared to respond to the Royal Commission in that most of its position had been prepared before the Commission was set up.

Its objective then, as now, was the improvement of the economic, social and cultural standards of rural people in the province.

In 1958, the FUA was much like many other interest groups. The organization had two components to it: 1) The Farmers' Union of Alberta, comprised of men of the soil concerned with farm issues and their resolution; and 2) The Farm Women's Union of Alberta concerned with issues of health, welfare and education as these pertained to the farm scene.

Just prior to the formation of the Commission, the Farm Women's Union of Alberta undertook to prepare a position paper on the educational issues of the day to present to the Minister of Education. With the appointment of the Commission, the position paper was not presented. Instead, when the call for briefs went out, the paper was used as a base for the FUA brief.[22]

At the call for briefs, the Farmers' Union of Alberta formulated a committee to prepare a document reflecting the organization's position on education. This committee, noting the areas which could be addressed in a brief, combed earlier briefs presented to the Minister of Education to extract those resolutions which were not acted upon. With editing, these were worked into a brief along with the FWUA paper.

There was not too much manpower to rely upon in the preparation of the brief. The FUA executive met four times a year; the President was the only full time executive at the time. There were six central office staff, secretaries who looked after the clerical needs of both the FUA and FWUA.[23] One member of the FWUA who was an FUA executive director, and who was the principal author of the FWUA position paper in 1957, was appointed as a Commission member. Once a Commission member, the individual suspended her organizational relationship with the FUA and the FWUA when such relationship jeopardized the integrity of the parties concerned.[24]

With the brief prepared, Mrs. R. Johnson, Director of the Famers' Union of Alberta, accompanied by Mr. A. Platt, FUA President, and Mrs. C.T. Armstrong, FWUA President, made a presentation on behalf of the Farmers' Union of Alberta to the Cameron Commission in the Club Room of the Jubilee Auditorium on Tuesday, 1958 03 22.[25]

The Faculty of Education

If there was one resource that the Faculty of Education at the University of Alberta had, it was manpower, and it was a resource it shared with other organizations. When approached by The Alberta Teachers' Association, the Faculty of Education put its Faculty members to work assembling material for the Association's brief. Once assembled, a faculty member was assigned the task of editing the material.

It was that same intellectual manpower that was employed to put together the Faculty brief. Being financed by the government, the University and the Faculty had comparatively more resources than other organizations but there were shortfalls in space and staff to cope with growth. Facilities for research were minimal and there were no computer facilities.

However, the Faculty was in the business of teacher education and in subsequent discussions among faculty members, goals of teacher education began to emerge. Primarily, the Faculty existed for the preparation of quality elementary and secondary school teachers. Secondly, the pursuit of graduate study of education as a discipline was deemed an appropriate goal. Thirdly, the provision of facilities for and the pursuit of research into educational matters seemed an appropriate goal, and fourthly, the Faculty should, could, and would provide service to education and to the community.

With these goals in mind, Dr. Coutts organized faculty members to address the issue of teacher preparation. The material, once assembled, also had to be edited but the final document was a comprehensive presentation advocating the establishment of a four-year baccalaureate program as a minimum for teacher certification.

In many respects, the Faculty of Education brief supported much of what was contained in The Alberta Teachers' Association brief. This is not surprising in that many of the faculty who had input into the preparation of the ATA brief also participated in the preparation of the Faculty brief.

So it came to pass that Dr. Coutts, Dean of the Faculty, in the company of Dr. G.M. Dunlop and Dr. B.Y. Card were present at the ATA presentation to the Cameron Commission between April 28 and April 30, 1958 in the Club Room of the Jubilee Auditorium.

Once the ATA had made its presentation, the Faculty of Education represented by Drs. Coutts, Dunlop and Card, made its presentation to the Commission between May 1 and May 3, 1958. With no other strategy than to present the brief in a straightforward manner and to answer any questions the Commission might have, these three men defined the perceptions of the Faculty in matters of teacher education in particular and education in general.[26]

The Department of Education

The Department of Education was reluctant to participate in the preparation of a brief and subsequent appearance at hearings. Though the Department was invited to prepare a brief, and though the Department had prepared and submitted a brief, Dr. W. Swift expressed grave reservations about the reflection of the brief upon the Department's role in relation to the Commission.

Recognizing the principle to which Dr. Swift was adhering, and out of respect for his views on the matter, the Commission decided to return the brief to the Department unread.[27]

However, the Department of Education did participate in the activities associated with the Commission by providing such consultants as the Commission requested.

SUMMARY

An attempt was made in this chapter to describe the procedures associated with the presentation of briefs and the conduct of Commission hearings, the goals of the interest groups selected for this study, the resources of these groups, and the tactics utilized by these select groups. As well, the goals, resources, and tactics utilized by the Commission were described.

Described in the first part of the chapter are the first deliberations of the Commission at which the work ahead was surveyed, apportioned, and planned, the procedures were set out and agreed upon, and wheels were set in motion to assemble the necessary resources to implement the plans and procedures.

In the second part of the chapter, an attempt was made to describe the manner in which selected groups prepared for the hearings. From the description, several observations may be made: 1) two of the selected groups, namely the FUA and ASTA, utilized a committee approach to the preparation of briefs. 2) One group, the ATA, engaged the knowledgeable manpower of another group, the Faculty of Education, to develop the content of its brief. 3) One group, the Faculty of Education, obliged the ATA by turning faculty members to the task of developing material for the brief, and by seconding a faculty member for the task of editing the material so that a brief might emerge. 4) One group, the Department of Education, reluctantly prepared a brief which was later returned. 5) All groups laboured under a short timeline.

The third part of the chapter described, in general terms, the manner in which the hearings were conducted, the manner in which the data from the briefs and from the hearings were treated, and the manner in which the Commission sought to confirm public observations about the educational system. Here it was noted how Commissioners approached the task assigned to them, the resources at their disposal, and the general operational mode of the Commission.

Presentation of interest group briefs was the focus of the fourth part of the chapter. Here a description was given of the resources of and tactics used by the selected interest groups. In that description it was noted that: 1) one group, the ATA relied upon the Faculty of Education for support in the presentation of the Association's brief to the Commission; 2) one group, the Faculty of Education, obliged the ATA by assisting in the three-day ATA presentation followed immediately by a three-day presentation of its own brief; 3) two groups, the ASTA and the FUA acknowledged the limits of their respective resources concentrating on those matters which were of significant importance to them; and 4) one group, the Department of Education, demonstrated sufficient reluctance in having to prepare a brief for the Commission that the Commission chose to respect the expressed reluctance.

In general terms, it can be surmised that the conditions imposed by the Commission affected the way in which the selected groups approached the task of responding to the Commission. The time available, the procedures set out, the group goals, the resources available, all appeared to contribute to the quality of the response of each group.

The content of the responses of select groups, and the extent to which that content was eventually reflected in the first report of the Commission is the subject of the next chapter.

FOOTNOTES

1. Interview with Dr. W. Swift, former Deputy Minister of Education, 1978 06 16. According to Dr. Swift, the reason the Commission was prohibited from investigating the financing of education was that another inquiry was in the process of being set up to look at the financial relationship between the government and local authorities of various kinds.

2. The appointment of Dr. Rees as Secretary to the Commission was announced at the Commission's first regular meeting (Minutes of the First Regular Meeting of the Commission, 1957 12 30).

3. Minutes of the First Regular Meeting of Commission, 1957 12 30. Dr. Rees lost no time in placing appropriate notices as the release of the newspaper advertisement inviting briefs is dated 1958 01 03.

4. At the time, two theses at the University of Alberta were near completion that were related to the topics of gifted children and accreditation.

5. Minutes of the Second Regular Meeting of the Commission, 1958 01 29-30.

6. Alberta Federation of Home and School Associations brief to the Cameron Commission.

7. Wiedenhamer, T.C., 1976: ASTA: A History of the Alberta School Trustees' Association (Edmonton: Douglas Printing Company Limited and Atlas Bookbindery (1971) Limited), p. 243.

8. Wiedenhamer, T.C., ASTA: A History of the Alberta School Trustees' Association (Edmonton: Douglas Printing Company Limited and Atlas Bookbindery (1971) Limited), p. 245.

9. Interview with Mr. T. Wiedenhamer, 1978 09 27.

10. Based on an interview with Mrs. Taylor, 1978

11. Based on an interview with Dr. Coutts, 1978 07 20. However, the thinking about university centred teacher education and increased teacher qualifications are more fully described in two papers written by Dr. Coutts entitled "Behind the Model" and "One Experimental Laboratory." Both are within the University Archives.

12. Based on an interview with Dr. Swift, 1978 06 16.

13. For example, at the first meeting of the Commission it was agreed that all Commissioners would undertake study of material and ideas associated with aims and objectives of education as referenced in Section A of O.C. 2009/57. Mr. Douglas agreed to investigate further Section B(7)(a) and (b)--the growing demand for trained personnel and

the provisions necessary to adequ[illegible] meet that need; and, the impact of industrial employment opportunities on high school and university attendance. Mrs. Hansen undertook to begin work on Section B(7)(c)--the impact of community attitudes on education while Mrs. Taylor offered to begin work on Section B(7)(c)--instruction in agriculture. All this activity relative to the relationship of the educational system to the requirements of industry and the modern community. At that same meeting Dr. MacArthur was requested to carry out an orientation study of Section B(1) and (2)--the curricular programs of the several school levels, and the attainment of school pupils and the procedures governing their classification and promotion.

14. Interview with Dr. Mowat, 1977 01 12.

15. The tape recorder it turned out did not work properly so that the stenographers were relied upon. Each produced her own notes which were then compared before a final transcript was produced. (Interview with Dr. Rees, 1978 07 27).

16. Interview with Dr. G.L. Mowat, 1977 01 12.

17. For example, Minutes of the Sixth Regular Meeting of the Commission show that the Commission utilized the Board Room of the Worker's Compensation Board in the Lougheed Building when the Commission met in Calgary 1958 07 29-30.

18. For example, Dr. M.E. Lazerte, founder of the Faculty of Education, served two years as president of the ATA between 1937 and 1939 and was a great friend of J. Barnett, General Secretary of the ATA. (Interview with Dr. S.C.T. Clarke, 1978 08 24.)

19. Transcripts of proceedings have been retained by the Department of Education for most presentations made before the Commission.

20. Interview with T.C. Wiedenhamer, 1978 09 27.

21. The date is taken from correspondence from Dr. Rees to Mr. Wiedenhamer regarding the presentation of the Association's brief.

22. Interview with Mrs. W.C. Taylor, 1978 07 29.

23. Interview with Mrs. Molen, FUA Secretary, 1979 01 18.

24. Based on interviews with Mrs. Molen, 1979 01 18, and Mrs. I. Taylor, 1978 07 29.

25. Based on transcripts of hearings housed with the Department of Education.

26. Based on an interview with Dr. Coutts, 1978 07 20.

27. Minutes of the Seventeenth Regular Meeting of the Royal Commission on Education, January 5, 6, 7, 1958.

On January 5, 1958 after deliberating the request of Dr. Swift that the brief of the Department not be considered, the Commission decided to return the brief prepared by the Superintendents. The following notation was made in the minutes of the meeting:

It was agreed unanimously that the Superintendents' brief should be returned unread to the Department of Education, accompanied by the following note:

In view of the evident reluctance of the Department of Education in making this brief available to the Commission, we have decided that we will be in a more independent position to make such recommendations as we may wish if we do not read the brief; therefore, we return it to the Department of Education, unread.

The Secretary was instructed to take the necessary action.

CHAPTER VI

OUTCOMES AND CONSEQUENCES

The focus of this chapter is the outcomes and consequences of the inputs made by the selected interest groups identified earlier in this study with regard to the selected issues of curriculum and teacher preparation.

In the first part of the chapter, the recommendations of the selected interest groups on the selected issues will be described. A second part of the chapter will deal with the minority report of the Commission and the submission of the printed reports to government. An attempt will be made in the last part of the chapter to describe the extent to which the recommendations of the selected interest groups were reflected in the recommendations of the Commission.

RECOMMENDATIONS OF THE SELECTED INTEREST GROUPS

While the selected interest groups varied in the emphasis each placed on the issues that were addressed in their respective briefs, they did offer some indication of what should or could be done in relation to the issues the Commission was sanctioned to investigate. To explicate the total contents of the briefs of the selected groups would mean a duplication of each of the briefs. For the purposes of this study and within the limitations of this section, a description will be undertaken of the recommendations of the selected interest groups in relation to two issues: 1) curriculum, and 2) teacher preparation. What follows is such a description of the recommendations as put forward by the interest groups.

The Alberta Federation of Home and School Associations

The Alberta Federation of Home and School Associations addressed eight issues in its brief to the Commission of which, judging by the content, curriculum and teacher preparation were greatly emphasized.

Curriculum. In the brief presented to the Commission, the Alberta Federation of Home and School Associations suggested that the suitability and adequacies of subjects might be improved if more emphasis was placed on such basic subjects as reading, writing, arithmetic and spelling from the first grade onward. In later years the emphasis could be shifted to mathematics, sciences and languages. In order that the basic subjects could be stressed, the Federation advocated the curtailment of other subjects. In addition, and because of the teacher shortage, the Federation thought that courses in teaching should be introduced in high school.

To improve the efficiency of teaching and the techniques of teaching, the Federation felt some equality of the workload among teachers might contribute substantially as might improvement of the application of teaching techniques by inexperienced teachers. To alleviate concerns about the effectiveness of the teaching of foreign languages, it was recommended that French be a part of teacher training.

The Federation felt that supervision of instruction might be facilitated if assistance were provided to administrative staffs; if the home were to assume responsibility for grooming children, if improvements were made in the availability of textbooks, and if libraries were adequately financed.

With regard to textbooks and library services, the point was made that what were needed were: 1) more reference books; 2) a long term library program; and 3) librarians (teachers with qualifications) to run school libraries.

In the matter of standardization of courses and texts, the Federation was in favour of a unified curriculum in Canada. A unified curriculum, it was felt, would require less adjustment on the part of students moving from one part of Canada to another. It was recommended by the Federation that technological delivery systems be applied to the teaching of French, that there be a specification of basic teaching aid equipment to be used by schools, that Canadian content be stressed in films and film strips, and that training in audio-visual equipment operation be a part of teacher training.

In all, 19 recommendations were made by the Alberta Federation of Home and School Associations relating to the issue of curriculum. Four of the 19 addressed means of improving the suitability and adequacy of subjects: emphasis on reading, writing, arithmetic and spelling from Grade One up; emphasis in later years on mathematics, sciences and languages; other subjects should be curtailed in order to stress basics; and courses in teaching should be introduced in high school.

Three recommendations were directed at improving the effectiveness of teaching and teaching techniques: equality of workload among teachers; French to be part of teacher training; and improvement of the application of teaching techniques by inexperienced teachers.

Four recommendations were made with regard to supervision of instruction: assistance to administrative staffs to facilitate supervision; the home to assume responsibility for grooming of children; improvement in the availability of textbooks; and financing of libraries.

The AFHSA made three recommendations regarding textbooks and library services: more reference books; long term library programs needed; and librarians (teachers with qualifications) should be employed to run libraries.

With respect to the standardization of courses and texts, one recommendation was made: a unified curriculum in Canada is needed.

Four recommendations addressed teaching aids: technological systems to be applied to the teaching of French; specifications of basic equipment for subjects; Canadian content in films and film strips; and an audio-visual course as a part of teacher training.

The distribution of the frequencies of recommendations is illustrated in Table 2 on page 90.

Quality and supply of teachers. Addressing the issue of quality and supply of teachers, the Federation was of the opinion that senior matriculation should be the minimum entrance requirement to teacher training programs. These programs should be so structured as to provide prospective students with an opportunity to attempt continuous 12 to 14 months long studies representing two years of regular work. This, it was reasoned, would put more qualified teachers into classrooms in a shorter period of time.

Teacher training programs, according to the Federation, should lead to two classes of certification: 1) the permanent certificate which

Table 2

Distribution of Recommendations made by the Alberta Federation of Home and School Associations Regarding Curriculum

Issue	No. of Recommendations
Suitability and adequacy of subjects	4
Efficiency of teaching and teaching techniques	3
Supervision of instruction	4
Textbooks and library services	3
Standardization of courses and texts	1
Teaching aids	4
Total	19

initially would be awarded if a teacher had completed two years of teacher training and had two years of teaching experience. The amount of formal training could be raised to three years commencing September 1, 1960, and again up to four years commencing September 1, 1965; and 2) the temporary certificate which would be awarded if the teacher had senior matriculation and one year of training. The Federation was clearly opposed to six week trainees in schools but was favourably disposed toward the removal of certification barriers between provinces to facilitate interprovincial movement of teachers.

The Federation perceived inservice teacher education as a way of upgrading the qualifications of teachers. However, there was need to explore ways in which students might be encouraged to enter the teaching profession. Some ways suggested included: 1) having all capable students complete matriculation; 2) having expositions of teaching as a career at career nights; 3) publicity campaigns aimed at high school students; 4) making university training more easily accessible to all capable students; 5) having longer training periods; 6) recognizing superior teachers; 7) raising salaries of teachers to the level of other well-trained professionals; and 8) providing students interested in teaching the opportunity to observe teaching practices. To maintain the supply of teachers, the Federation suggested that teacher working and living conditions be made more tolerable including: 1) the provision of increasingly attractive pensions; and 2) the provision of more adequate supervision of all teaching activities to assist the teacher in doing a good job. While this latter suggestion was made to improve teacher supply generally, isolation bonuses were advocated as a means to entice teachers into rural areas thereby affecting the distribution patterns of the teaching force.

In the matter of financial aid to teachers in training, the Alberta Federation of Home and School Associations endorsed increases in bursary and loan levels and advocated the remission of fees. This, it was felt, would encourage people to enter teacher training.

Twelve recommendations were made in all by the Federation on the issue of quality and supply of teachers. One recommendation was made with regard to entrance requirements: senior matriculation should be required of those entering education. One recommendation addressed facilities and programs: there should be an opportunity for prospective students to attempt continuous 12 to 14 month studies representing two years of regular work.

Four of the twelve recommendations were made relating to certification and certification requirements: there should be two classes of certificate--a temporary license issued to those having senior matriculation and one year of training and a permanent certificate issued upon completion of two years of training and two years of experience; the requirements for the permanent certificate would be increased to three years of training and two years of experience on September 1, 1960 and then increased to four years of training and two years of experience on September 1, 1965; use of six week trainees in schools opposed; and, certification barriers between provinces to be removed to facilitate movement of teachers.

One recommendation was made with respect to inservice education: inservice teacher education may be a way of upgrading the qualifications of teachers.

Two of the twelve recommendations addressed factors affecting recruitment and teacher supply: suggestion of ways that students might be encouraged to enter the teaching profession including: 1) having all capable students completing matriculation, 2)having expositions of teaching as a career at career nights, 3) publicity campaigns aimed at high school students, 4) making university training more easily accessible to all capable students, 5) having longer training periods, 6) recognizing superior teachers, 7) raising the salaries of teachers to the level of other well-trained professionals, and 8) providing students interested in teaching the opportunity to observe teaching practices; and to make working and living conditions more tolerable by providing attractive pensions and by providing more adequate supervision of all teaching activities to assist the teacher in doing a good job.

With regard to the distribution of teachers, one recommendation was made: increased isolation bonuses to be used to entice teachers into rural areas.

Two recommendations addressed the matter of financial aid to teachers in training: bursaries and loans to be increased; and, the remission of fees.

The distribution of the twelve recommendations is illustrated in Table 3 below.

Table 3

Distribution of Recommendations made by the Alberta Federation of Home and School Associations Regarding Quality and Supply of Teachers

Issue	No. of Recommendations
Entrance requirements	1
Facilities and programs	1
Certification and certification requirements	4
Inservice education	1
Factors affecting recruitment and supply of teachers	2
Distribution of teachers	1
Financial aid to teachers in training	2
Total	12

The Alberta Teachers' Association

Of all the briefs submitted to the Commission, the one from The Alberta Teachers' Association was the most comprehensive. In all, ten major issues were addressed including curriculum and the quality and supply of teachers.

Curriculum. Addressing the issues within the area of curriculum, The Alberta Teachers' Association recommended that at the elementary school level studies should be made to determine: 1) the best grade placement of the subject matter of the elementary school curriculum; 2) the value of various methods for dealing with individual differences, including multirate promotion, grouping and enrichment; and 3) the efficiency of various teaching techniques including the enterprise. Studies at the junior high school level were recommended to determine: 1) whether the best work done by the junior high school curriculum is best as an independent unit or in some relationship to the rest of the curricular spectrum; and 2) the adequacy of the curriculum to meet the wide range of individual differences in capacity and interest among students. Further, it was recommended that the results of Grade 9 examinations be used in guiding students along educational and vocational paths most suited to their abilities, interests and needs. The ATA was of the view that any evaluation of the high school curriculum should be made only after a study of and statement of the function of the high school in Alberta society have been completed.

To improve the efficiency of teaching and pedagogical procedures the ATA offered: 1) that the professional preparation of the teaching force in 1928, 1938, 1948 and 1958 be studied to determine trends;

2) that the relationship between education/experience and success in teaching be established.

The ATA held the existing curricular divisions in the educational system seemed appropriate. However, with respect to administration, the ATA advocated guidance to school boards as to good administrative practices and as to areas of administration in which teachers may participate for the general benefit of education. It was further suggested that enquiries should be made into the possibility of properly qualified superintendents being employed by and responsible to local school boards. Likewise, the Department of Education and school boards in smaller urban districts and in rural school divisions were seen to increase supervisory staff in accordance with need.

In the matter of adequacy of textbooks and library services, the ATA observed: 1) that textbooks containing the essentials of each subject should be made available; 2) that textbooks should reflect Alberta culture; 3) that attention should be given to Commonwealth books; 4) that an adequate supply of reference books in every school should be a major consideration of school boards; 5) that the use of a uniform book classification in school libraries throughout the province be authorized and encouraged by the Department of Education; 6) that adequate central library facilities be required in all new elementary schools of over 200 pupils and all high schools, such space being eligible for the standard classroom grant at least; 7) that school boards be kept aware of central school library requirements and that the Faculty of Education constantly review the need for school librarians with a view to providing courses as required; 8) that books listed in School Book Branch catalogues be classified for school librarian use; and 9) that additional government grants be paid to accredited school libraries which have met basic standards.

Though not offering any suggestions regarding the feasibility and desirability of interprovincial standardization of courses and textbooks, the ATA did have views regarding audio-visual aids to teaching. Instruction in the use of audio-visual materials was seen to be part of pre-professional preparation to be strengthened through inservice education. There was a call to provide more films for classroom use as the quota system on films was found to be restricting the use of films as teaching aids. As well, a need was seen to establish an adequately powered educational station to serve as an outlet for educational broadcasts of all types. Finally, the ATA saw the need for further study of the use of television before the medium was introduced in large schools in Alberta.

In all, 27 recommendations were made regarding curriculum. Seven addressed the adequacy of subjects at the elementary, junior high school and senior high school levels: 1) studies should be made to determine the best grade placement of the subject matter of the elementary school curriculum; 2) studies should be continued to determine the value of various methods of dealing with individual differences including multirate promotion, grouping and enrichment; 3) studies should be made to determine the efficiency of various teaching techniques including the enterprise; 4) the organization of the junior high school should be studied with a view to determining whether its best work is done as an independent unit, as an upward extension of the elementary schools, or in association with the high school; 5) a study should be made of the curriculum of the junior high school to determine its adequacy to meet the wide range of individual differences in capacity and interest among its students; 6) school systems, through principals and guidance services, should use the results of the Grade 9 examinations in guiding students along educational and vocational paths most suited to their abilities, interests and needs; 7) any evaluation of the high school curriculum should be made only after a study of and statement of the function of the high school in Alberta society have been completed.

Three recommendations were made regarding the efficiency of teaching and pedagogical procedures: 1) studies should be made of the professional preparation of the teaching force in 1928, 1938, 1948 and 1958 as a basis for determining trends; 2) studies should be made of the relationship of teacher education and experience to success in teaching in specific areas of the school organization (e.g. elementary, junior high school, and senior high school) and in teaching particular subjects (e.g., mathematics, English, French); and 3) the various pedagogical procedures which can be used in the classroom should be evaluated in terms of the purposes which they are intended to serve.

Four recommendations centred on the organization, administration and supervision of instruction: 1) the present 3-3-3-3 grade organization should be retained in the Alberta school system; 2) a brochure or manual should be prepared under the leadership of the Department of Education to give guidance to school boards with respect to good administration practices and outline the areas in administration in which teachers may well be involved for the general benefit of education; 3) enquiries should be made into the merits and demerits of properly qualified superintendents being employed by and responsible to local school boards; and 4) school boards in smaller urban districts and in rural school divisions and the Department of Education should be asked to increase the supervisory staff in accordance with need.

Nine recommendations focused on the adequacy of textbooks and library services: 1) textbooks which contain the essentials of each subject should be made available; 2) Alberta has reached the stage in its development where textbooks should reflect our culture; 3) more attention should be given to Commonwealth books; 4) the adequate supply of reference books in every school should be a major consideration of school boards; 5) the Department of Education should authorize and encourage the use of a uniform book classification for the assistance of school libraries throughout the province; 6) in elementary schools of over 200 pupils, and in all high schools, adequate central library facilities should be required in new schools. This space, without "study purposes" limitations, should qualify for at least the standard classroom grant; 7) up to date information regarding central school library requirements and facilities should be issued to school boards for their guidance. The Faculty of Education should keep the need for school librarians under constant review so that school library courses may be offered as required; 8) books listed in the catalogues of the School Book Branch should be classified for the use of school librarians; and 9) additional government grants should be paid to accredited school libraries which have met basic standards.

As was noted previously, no recommendations were made regarding interprovincial standardization of courses and textbooks, while four were made relating to audio-visual aids to teaching: 1) instruction in the use of audio-visual materials should be available to teachers as part of their pre-school professional preparation, and should be strengthened and kept to date through continuous inservice education; 2) steps should be taken to ascertain whether or not the present quota system is unduly restricting the legitimate use of films as classroom teaching aids. If such is the case, then consideration should be given to the provision of more films; 3) there should be established in Alberta an adequately powered educational station to serve as the primary, and perhaps, only outlet for educational broadcasts of all types; and 4) there should be further study and experimentation with respect to the classroom use of television before this medium is introduced in any large school in Alberta.

The distribution of the 27 recommendations is summarized in Table 4 below.

Table 4

Distribution of Recommendations made by The Alberta Teachers' Association Regarding Curriculum

Issue	No. of Recommendations
Suitability and adequacy of subjects	7
Efficiency of teaching and pedagogical procedures	3
Organization, administration and supervision of instruction	4
Textbooks and library services	9
Standardization of textbooks and courses	0
Teaching Aids	4
Total	27

Quality and supply of teachers. The quality and supply of teachers was of concern to The Alberta Teachers' Association. In the brief submitted to the Commission, the ATA suggested that the quality could be improved by applying more selective standards as these might relate to entrance requirements. Entrance to the Faculty, it was thought, should be raised to parity with other faculties with continued selective procedures applied during an individual's academic career. To sharpen this focus on quality, the ATA identified a need for an expansion of specialized programs and for facilities to accommodate these programs. Assessment of certification standards led the ATA to recommend upgrading. Observing that the supply of teachers at the time fell far short of demand, the ATA suggested the drop-out rate among teachers be accurately determined in order that accurate future supply rates could be determined. As well, it was recommended that guidance, recruitment campaigns, scholarships and bursaries be used to secure competent teachers. The ATA suggested that orientation, inservice and placement were as crucial in the retention of competent staff as were salaries, pensions and tenure. To this end, the ATA recommended that steps be taken to improve the attractiveness of teaching careers in areas creating inequities in the distribution of the teaching force.

In all the ATA made 31 recommendations relating to the quality and supply of teachers. Three were related to entrance requirements: 1) the entrance requirements to the Bachelor of Education degree program should be maintained on a parity with those required in other faculties of the University of Alberta; 2) the entrance requirements to the Junior Elementary program should be raised immediately to matriculation level making admission requirements to the Junior Elementary and the Bachelor of Education programs the same; and 3) a continual selection and guidance procedure should be adopted prior to and during the teacher-education program of candidates for certification, with consideration being given to some or all of the following devises in addition to academic standing: estimates of moral and emotional stability, a health examination, a speech test, principal or counsellor personal-inventory, the results of an interview by a board which should include a competent teacher, and performance in student teaching.

Five recommendations were made regarding programs and facilities: 1) that the Commission recognize and commend the willingness of the University of Alberta to expand staff, facilities and space of the Faculty of Education; 2) that the University of Alberta continue to provide sympathetic and prompt action with respect to the needs of the Faculty of Education; 3) that the growing needs of the Faculty of Education in Calgary with respect to staff, building and equipment should be recognized; 4) endorse the four year Bachelor of Education program as the most desirable form of teacher education and that as soon as possible degree programs be established as the sole basis of teacher education and certification in Alberta; and 5) that the facilities for higher education, including Junior Colleges, should be extended.

Four recommendations addressed certification and certification requirements: 1) that the Province of Alberta should move toward a basic four year period which includes a college or university degree, for initial general certification of teachers for the elementary and secondary schools of Alberta; 2) as an intermediate step between certification as in 1958 and the requirement of a basic four year period of teacher education, the Province of Alberta should return to two years of teacher education as a minimum for permanent certification; 3) general certification should be basic to teaching in elementary and secondary schools, and placement of teachers in specialized positions should be governed by nature of preparation rather than by special certificate; and 4) special certificates should be withdrawn in favour of a general teaching certificate as recommended in (1) above.

No recommendations were made regarding inservice education. However, in the matter of factors affecting recruitment and supply of teachers 16 recommendations were made: 1) a continuing study of the drop-out rate for the teaching profession in Alberta should be made; 2) periodic estimates of the need for teachers to staff Alberta's schools should be made; 3) data should be gathered and reported in such a way that the number of years of teacher education of persons staffing Alberta's schools is shown; 4) periodic calculations of present and estimates of future sources of supply of teachers should be made; 5) the high standards approach should be adopted by all the responsible authorities as policy with respect to staffing Alberta's schools; 6) a continuing study of the relationship between the length of training and retention of teachers should be made; 7) the school systems of the province should endeavour to increase the supply of high school graduates through guidance services, through remedial action based on drop-out studies, and through a wide and varied high school curriculum; 8) efforts should be made to increase the proportion of men entering the teaching profession; 9) information about teaching as a career should be readily available for any interested young person; 10) policy on scholarships and bursaries should be adopted to encourage candidates to take four years of teacher education; 11) salaries should be made comparable to those of other professions with similar training, especially maximum salaries; 12) teachers, principals and vice-principals should have continuous contracts; 13) school boards should have the right to terminate contracts with teachers, principals or vice-principals giving 30 days notice at any time during the year, except July and August, to be subject to appeal to a Board of Reference; 14) teachers, principals or vice-principals should have the right to resign a) giving 30 days notice between June 1 and July 31, to take effect in July or August, b) giving 30 days notice at any other time, such notice subject to appeal to a Board of Reference by the school board; 15) all proposed transfer of teachers not mutually agreed upon should be subject to appeal to a committee of school board, local teachers' association, or to a neutral body where evidence is given under oath and subject to cross-examination; and 16) school boards should contribute to pension and health benefits for their teachers.

Three recommendations focused on the distribution of teachers: 1) teachers must have freedom of choice of urban-rural location and grade level in Alberta's school system; 2) salary of teachers should be determined by qualification and experience, however isolation bonuses might be paid teachers in remote locations; and 3) in areas and at grade levels where school boards are experiencing difficulty in staffing Alberta's schools, boards should examine conditions of work to make them more attractive to teachers.

The distribution of recommendations is illustrated in Table 5 on page 104.

Table 5

Distribution of Recommendations made by The Alberta Teachers' Association Regarding Quality and Supply of Teachers

Issue	No. of Recommendations
Entrance requirements	3
Facilities and programs	5
Certification and certification requirements	4
In-service education	0
Factors affecting recruitment and supply of teachers	16
Distribution of teachers	3
Financial aid to teachers in training	0
Total	31

The Alberta School Trustees' Association

Limited in resources, the Alberta School Trustees' Association managed to address seven of the key issue areas identified in the Commission's terms of reference. Among these were curriculum and quality and supply of teachers.

Curriculum. The ASTA had several concerns about curriculum. Beginning from the premise that all students are entitled to exposure to a curriculum, the Association advocated the provision of a basic core curriculum for academically inclined students with vocational subjects and electives for others. Noting the bilingual features of Canada, the ASTA also advocated the teaching of the French language in the elementary grades. As senior administrators had responsibility for supervision of instruction, thorough reconsideration of administrator training, promotion and appointment practices was recommended. The state of library provisions was found to be deficient when the benefits of adequate facilities were examined. But while libraries provided variety in books available to students, the ASTA suggested that there be an investigation of the feasibility of interprovincial standardization of textbooks. With regard to teaching aids, the establishment of standards for teaching aids was sought. As well, the positive aspects of television were lauded in the recommendation that further investigation of its utility be undertaken at the local, provincial and national levels.

Seven recommendations were made by the Alberta School Trustees' Association relative to curriculum. Two of the recommendations addressed the adequacy of curriculum and programs: 1) that every child has a basic right to an education and that educational authorities be urged to provide appropriate curricula to meet the wide range of abilities and needs found in our school population (a basic core curriculum for the academic student and vocational subjects and electives for others); 2) all provincial educational authorities should introduce the study of French (or English, in French language schools) in elementary grades at as early an age as possible.

One recommendation was made with regard to supervision of instruction: taking a good look at our program and practices of training, appointing and appraising the duties and responsibilities of administrators.

One recommendation spoke to the adequacy of textbooks and library services: that local, provincial and federal authorities be urged to give effective support to the establishment and development of libraries in schools, colleges and universities and to further the expansion of public library services to all parts of urban and rural Canada.

One recommendation focused on the interprovincial standardization of textbooks: a survey should be made to ascertain what proportion of our population is affected by this matter and to what extent the pupils concerned are adversely affected.

Two recommendations dealt with teaching aids: 1) some increased standard or minimum requirements, with respect to teaching aids in every school, should be spelled out by the Department of Education; and 2) that further extensive experimentation in educational television programming be undertaken at the local, provincial and national levels.

The distribution of recommendations in curricular matters is depicted in Table 6 on page 107.

Quality and supply of teachers. To improve the quality of teachers entering the profession, the ASTA suggested a gradual stiffening of entrance requirements and some method to be used to screen admission seekers. But while holding that admission to programs determines the quality of entrants to training programs, the ASTA was of the view that it is the training program that determines the quality of the teacher. To this end, the ASTA advocated a review of teacher training programs and an increase in teacher training facilities. In the matter of certification, the issuance of a permanent certificate after two years of

Table 6

Distribution of Recommendations made by the Alberta School Trustees' Association Regarding Curriculum

Issue	No. of Recommendations
Suitability and adequacy of subjects and programs	2
Efficiency of teaching and pedagogical procedures	0
Organization, administration and supervision of instruction	1
Textbooks and library services	1
Standardization of textbooks and courses	1
Teaching aids	2
Total	7

training followed by two years of classroom experience was strongly advocated; however, the ASTA, being of the opinion that not all teachers required a degree before certification, was opposed to any plan calling for implementation of such certification and with fixed dates for implementation. Of in-service education, the ASTA was supporting and suggested the use of a bonus or other form of compensation to retain and attract teachers to rural areas. This, it was thought, would affect the distribution of qualified teachers.

In all, the Alberta School Trustees' Association offered eight recommendations relative to the quality and supply of teachers. Two of the recommendations were directed to improvements in entrance requirements:

1) a program of gradual stiffening of entrance requirements; and 2) a more careful screening of students seeking admission to the Faculty of Education.

Two recommendations addressed the issue of certification of teachers: 1) permanent certification only after two years of education and training and two years of successful teaching experience; and 2) the Alberta School Trustees' Association does not support any plan which stipulates that _all_ teachers must have a degree before certification and with definite fixed dates for implementation of such a regulation.

Two recommendations addressed training programs and facility concerns: 1) a careful review of the teacher training programs to ensure that they are adjusted to the needs and expectations of teachers in the classroom; and 2) serious consideration be given to the matter of increased teacher education and training facilities at the University of Alberta.

One recommendation was made regarding in-service education: consideration be given to increased in-service training.

One recommendation focused on the distribution of teachers in urban and rural areas: where necessary, provision be made to supply qualified teachers to schools in rural areas, possibly by payment of a bonus or other form of extra compensation.

This distribution of recommendations is summarized in Table 7 on page 109.

Table 7

Distribution of Recommendations made by the Alberta School Trustees' Association Regarding Quality and Supply of Teachers

Issue	No. of Recommendations
Entrance requirements	2
Facilities and programs	2
Certification and certification requirements	2
In-service education	1
Factors affecting recruitment and supply of teachers	0
Distribution of teachers	1
Financial aid to teachers in training	0
Total	8

The Farmers' Union of Alberta

In a manner similar to that displayed by the other selected groups which submitted briefs, the Farmers' Union of Alberta included curriculum and teacher quality and supply among the major issues to address. Having a rural point of view, the FUA was quite specific in the action it suggested.

Curriculum. The FUA assessment of the adequacy and suitability of curriculum prompted the group to advocate streaming in senior high school with a core curriculum consisting of English, Social Studies and Mathematics. As to the teaching of reading, the FUA endorsed the phonetics approach. Noting a maldistribution of qualified reading teachers, the FUA saw it was necessary to induce qualified teachers to reading to accept rural positions.

Further examination of the curriculum led the FUA to advocate improvement of skills in the usage of the English language, especially in rural areas. More drill in mathematics was viewed as necessary, as was the teaching of more science in all grades. Introduction of French in the elementary grades was advocated as was the provision of an enriched curriculum for rural schools. It was further suggested that cooperation be emphasized in school curriculum.

Addressing the adequacy and availability of school textbooks, the FUA was of the opinion that a textbook rental plan be extended province-wide as this would make textbooks available to school children at reasonable cost. In a similar view, the FUA saw the need for common textbooks for courses in other provinces.

Eleven recommendations were made by the Farmers' Union of Alberta with regard to curriculum. Five of the recommendations addressed the suitability and adequacy of the subjects offered: 1) senior high school courses should be divided into four categories: a) academic, b) general, c) commercial, and d) technical and vocational. All of these courses should have a basic core of English, Social Studies and Mathematics; 2) that more science be taught in all grades; 3) that consideration be given to the teaching of French at the elementary school level; 4) enriching the curricula in rural as well as urban schools if it can be done without replacing essential subjects; and 5) cooperation as one method of doing business should be included in the Grade 11 social studies course.

Four recommendations were directed at the efficiency of teaching and pedagogical procedures: 1) more emphasis upon the teaching of phonetics; 2) every effort should be made to induce qualified and experienced teachers to accept positions in ungraded rural schools where an improved reading program is needed; 3) more emphasis should be placed on the mastery of the mechanics of English and a knowledge of grammar in both junior and senior high schools, and that pupils be required to express their ideas in complete sentences; 4) more drill in mathematics in the elementary grades.

One recommendation was aimed at improving the adequacy and availability of textbooks: that further effort be made to extend the textbook rental plan to all parts of the province.

One recommendation was in response to the desirability of inter-provincial standardization of courses and textbooks: that more effort be made to cooperate with the other provinces in authorizing the use of the same textbooks.

Table 8 on page 112 summarizes the distribution of recommendations.

Quality and supply of teachers. Noting that more teachers would be needed in the near future, the FUA advocated the use of bursaries to induce university entrants into education. To attract qualified teachers to isolated rural areas and to entice qualified teachers to stay, the FUA suggested the use of isolation bonuses. Likewise, a provincial salary schedule was supported as this would nullify the differential in salaries between rural and urban areas and would remove one disadvantage experienced by teachers in rural areas. However, the FUA recommended

Table 8

Distribution of Recommendations made by the Farmers' Union of Alberta Regarding Curriculum

Issue	No. of Recommendations
Suitability and adequacy of subjects	5
Efficiency of teaching and pedagogical procedures	4
Organization, administration and supervision of instruction	0
Textbooks and library services	1
Standardization of textbooks and courses	1
Teaching aids	0
Total	11

more research into the problem of teacher supply and ways in which to meet the anticipated need.

In total, four recommendations were made with regard to teacher quality and supply. Three recommendations addressed the factors related to the recruitment and supply of teachers: 1) the present bursaries provided for teacher training should be increased. In some cases additional assistance in the form of bursaries or loans may be advisable; 2) that funds be made available for research into the problem of providing an adequate number of qualified teachers; 3) isolation bonuses for teachers in rural schools should be substantial to attract the better qualified teacher.

One recommendation addressed the problem of distribution of teachers: a provincial salary schedule for teachers.

Table 9 below depicts the distribution of the recommendations.

Table 9

Distribution of Recommendations made by the Farmers' Union of Alberta Regarding Quality and Supply of Teachers

Issue	No. of Recommendations
Entrance requirements	0
Certification and certification requirements	0
Facilities and programs	0
In-service education	0
Recruitment and supply of teachers	3
Distribution of teachers	1
Financial aid to teachers in training	0
Total	4

The Faculty of Education

Having viewed the educational enterprise once to assist an interest group with which education interests were mutually shared, the Faculty of Education was obliged to undertake a review to prepare its own brief. In that review, the Faculty addressed nine issue areas among which were the areas of curriculum and teacher preparation.

Curriculum. The Faculty chose to divide the curriculum into two segments: secondary and elementary. In relation to secondary school curriculum, the review prompted the Faculty to suggest that the advantages of the composite-type high school be given careful consideration, recognizing the limits of size and the need to meet the diverse abilities and requirements of a growing high school population. For purposes of providing challenging programs in English, Social Studies, Natural Science, Mathematics, and Foreign Languages, streaming of superior ability students at the high school level was advocated as desirable and possible. To provide a means of determining the levels of student mastery of curriculum, the retention of the Grade 9 and 12 Departmental Examinations was advocated until such time as a well organized system of accreditation of schools was in place. In addition, the Faculty saw the need for improving the writing of curriculum guides such that method and content would be separated and that methods would not be presented in a prescriptive manner.

Recommendations were made regarding specific subject areas at the secondary school level. Surveying the curriculum of English, the Faculty recommended that frequent writing assignments, the reading and criticism of student writing and the guiding of students toward improvement should be the prime activities of the English-language teacher. Adequate time was required for the undertaking of these activities. Language and literature required reunion into one course at the junior high school and Grades 10 and 11 levels to provide better English usage experiences for students. Further improvement in the quality of English usage experiences was foreseen in the increased availability to students beyond Grade 6 of the number of books. Advocated also was the streaming of students in English courses at the high school level in order to provide every student with adequate interest and challenge.

The retention of social studies programs was suggested for Grades 7-12 in order that a framework be provided for organizing and assimilating material and understanding common to citizens of Canada. At the Grade 12 level, however, it was thought that within the senior matriculation program, Social Studies might better be replaced by courses in history and geography.

Physical education was advocated for Grades 10-12. Health and personal development courses in the view of the Faculty required continuation and improvement to provide a more realistic focus and objectives.

In mathematics, better guidance was deemed required for senior high school mathematics students so that courses would suit student needs. In junior high school science, the spiral curriculum was deemed inadequate for student needs while at the senior high level, well organized sequential courses in physics, chemistry and biology were advocated.

The teaching of the French language was seen to be in need of improvement. It was suggested that a sequential three year program in French be used as a means of permitting students to achieve continental standards in the language. Improvements in the quality of actual instruction were seen to derive from: 1) recruiting native French-speaking teachers; 2) encouraging non-French language teachers to visit French language areas in Canada and Europe; and 3) making more effective use of audio-visual aids in instruction of the language. Enrichment for superior ability students in selected elementary schools could be achieved through the use of oral French.

Implementation of art curriculum, according to the Faculty, could be improved with the appointment of a provincial art consultant and supervisors of art in larger school systems. Special classrooms for art, suitably equipped, were called for in larger high schools. The cause of art could be furthered through travelling art exhibits and through the improvement of the aesthetic quality of schools. The latter, it was suggested, could be achieved if a small percentage of the total cost of the school building were devoted to murals and sculptures, these to be tastefully incorporated in the structures.

A provincial music consultant and supervisors of music in larger school systems were advocated by the Faculty as a way to improve implementation of music curriculum. Departmental assistance to school boards was suggested as a means to adequately supply basic instruments and equipment for new senior high school music programs. High school administrators, it was felt, should take into consideration the special needs of music programs in terms of the options available to students and the timetabling of courses.

Viewing the adequacy of textbooks and library services, the Faculty made several recommendations. Curriculum guide suggestions of textbooks which contained the basic subject matter of courses were seen as an improvement over what existed. It was advocated that provision should be made, for a variety of reference and reading books, to meet individual differences in difficulty, interest and maturity. The costs of building school libraries could be met through school grants while teacher-librarian courses and training were to be encouraged upon the general establishment of school libraries.

As for interprovincial standardization of courses and textbooks, the Faculty went on the record as being opposed to the idea.

In the matter of audio-visual aids, the Faculty supported the continuation of basic courses in the use of such aids with competency in the use of such aids and materials to be increased and improved at the local level.

The quality of elementary school curriculum could be maintained, if not improved, through the adoption of a number of recommendations. Support was given to the continuation of various programs in elementary education designed to review content and methodology. It was advocated that fuller treatment of the significance of geography to the lives of people be given in Department of Education Bulletins. The need for a Department of Education Bulletin on Work-Study-Skills (including vocabulary development and listening) was identified. Revision of the Mathematics course outline was suggested to provide elementary teachers with more guidance regarding individual differences, manuals and workbooks, instructional materials, and testing and evaluation procedures. The need to revise the Department of Education Bulletin on handwriting was observed as was the need for basic speech instruction for students of different cultural backgrounds. An increased supply of free reading and reference materials (including periodicals) was suggested. It was recommended that a program of student appraisal be developed in various program areas and used at spaced intervals with large groups from various grade levels. To improve teaching efficiency, a reduction in the pupil:

teacher ratio was advocated. Public education was suggested as a means to acquaint parents with the objectives and nature of the language and reading programs in schools. In-service teacher education was seen as a means of acquainting elementary teachers with pertinent instructional and research information. Finally, the establishment of kindergartens was advocated.

In all, 44 recommendations were made by the Faculty of Education. Eleven recommendations were made with regard to the suitability and adequacy of subjects offered at the various school levels: 1) language and literature require reunion into one course at the Grade 10 and 11 and junior high levels to provide better English usage experiences for students; 2) retention of social studies is suggested for Grades 7-12 in order to provide a framework for organizing, learning and assimilating material and understanding common to citizens of Canada; 3) at the Grade 12 level, social studies might better be replaced by courses in history and geography; 4) physical education should be provided in Grades 10-12; 5) health and personal development should be continued and improved to provide a feeling among students that its focus and objectives are realistic; 6) that well organized sequential courses be available in physics, chemistry and biology at the senior high school level; 7) oral French should be used as a means of enrichment for superior ability students in selected elementary schools; 8) there should be fuller treatment of the significance of geography to the lives of people in Department of Education Bulletins; 9) a Bulletin on Work Study Skills (including vocabulary development and listening) is needed; 10) Bulletin 3 on handwriting needs revision; and 11) that a basic speech instruction program be provided for students of different cultural backgrounds.

Twelve recommendations were made with respect to the efficiency of teaching and pedagogical procedures: 1) Grade 9 and 12 Departmental Examinations should be retained until a well organized system of accreditation of schools is in place; 2) the writing of curriculum guides requires improvement such that method and content are separated and that methods are not presented as prescriptive; 3) frequent writing assignments, the reading and criticism of student writing and the guidance of students toward improvement should be the prime activities of the English language teacher; 4) the quality of French instruction is seen to be improved by recruiting native French speaking teachers and encouraging non-French language teachers to visit French language areas in Canada and Europe; 5) larger high schools should be provided with special classrooms for art, suitably equipped; 6) to further the cause of art, the aesthetic quality of schools could be improved if a small percentage of the total cost of the building were devoted to murals and sculptures; 7) that travelling art exhibits be established; 8) Departmental assistance should be provided to school boards as a means to adequately supply basic instruments and equipment for new senior high school music programs; 9) various programs designed to review content and methodology should be continued; 10) the mathematics course outline needs revision to provide elementary teachers with more guidance regarding individual differences, manuals and work books, instructional materials, and test and evaluation procedures; 11) a reduction in the pupil:teacher ratio is supported in order to improve teaching efficiency; 12) public education should be undertaken to acquaint parents with the objectives and nature of the language and reading programs in schools.

Eleven recommendations also focused on the adequacy of the organization, administration and supervision of instruction: 1) the advantages of the composite-type high school should be given careful consideration, recognizing the limitations of size, and the need to meet the varying abilities and requirements of an increasing high school population; 2) streaming of superior ability high school students for the purposes of providing challenging programs in English, social studies, natural science, mathematics and foreign languages is possible and may be desirable; 3) streaming of students in English courses at the high school level would provide every student with adequate interest and challenge; 4) better guidance for senior high school mathematics students is seen as required so that courses suit student needs; 5) the spiral curriculum approach to junior high school science (which has an annual cycle) is inadequate to meet the needs of students; 6) a sequential three year program in French would permit students to achieve continental standards in the language; 7) the special needs of music programs in terms of options available and timetabling of courses need to be taken into consideration by high school administrators; 8) that in various program areas a program of student appraisal be developed and used at spaced intervals with large groups from various grade levels; 9) kindergartens should be established; 10) that a provincial art consultant and supervisors of art in larger school systems be appointed; and 11) that a provincial music consultant and supervisors of music in larger school systems be appointed.

Six recommendations had a bearing on the adequacy and availability of school textbooks and school library services: 1) that the number of books available to students beyond the sixth grade be increased substantially in keeping with the need to provide better English usage experiences; 2) curriculum guides should suggest textbooks which contain the basic subject matter of courses; 3) provision should be made, through a variety of reference and reading books, to meet individual differences in difficulty, interest and maturity; 4) school grants should be provided for the building of school libraries; 5) teacher-librarian courses and training are to be encouraged upon the general establishment of school libraries; and 6) that the supply of free reading and reference materials (including periodicals) be increased.

One recommendation addressed the desirability of interprovincial standardization of courses and textbooks: interprovincial standardization of courses and textbooks is abhored.

Three recommendations spoke of teaching aids: 1) that there be a continuation of basic courses in audio-visual aids; 2) competency in the use of audio-visual aids and materials is to be increased and improved at the local level; and 3) making more effective use of audio-visual aids in the instruction of the French language.

The distribution of recommendations is depicted in Table 10 on page 122.

Quality and supply of teachers. With the preparation of teachers being the main task of the Faculty of Education, it was not surprising to find well formulated recommendations addressing the major issue of quality and supply of teachers.

The Faculty was quite clear in its views that the principles guiding teacher education required review occasionally by some body

Table 10

Distribution of Recommendations made by the Faculty of Education Regarding Curriculum

Issue	No. of Recommendations
Suitability of subjects	11
Teaching and pedagogical procedures	12
Organization, administration and supervision of instruction	11
School textbooks and library services	6
Standardization of courses and textbooks	1
Aids to teaching	3
Total	44

external to the university such as the Board of Teacher Education and Certification. The formulation of selection procedures to govern admission to the Faculty was advocated. Matriculation was suggested as the standard requirement for entry into all teacher education programs in the Faculty. General certification was viewed as basic to teaching in elementary and secondary Alberta schools. Four years of preparation would be necessary for a general certificate and as an intermediate step, re-establishment of two years of preparation beyond matriculation as a minimum basis for permanent certification would be acceptable. Preparation of special education teachers was advocated. Increased student teaching time and an internship program required more study. It was suggested that bursary provisions should be made to favour those entering the Bachelor of Education program as an incentive. Though summer sessions and evening credit programs were observed as viable means of providing teacher education, further study of problems (e.g., staff, honoraria) associated with sessions was suggested. Technological means of delivery of teacher education were also viewed as requiring further study. With regard to graduate study programs in education, the Faculty pointed out the need for support and encouragement both financial and moral in order that schools may realize the benefits of such programs. Superintendent participation in such programs was deemed essential.

Twelve recommendations were made with regard to the quality and supply of teachers. Two recommendations addressed the issue of entrance requirements: 1) that a study should be made of procedures governing selection of candidates applying for admission to the Faculty of Education; and 2) that admission requirements to the one-year teacher education program be raised immediately to the matriculation requirements for admission to the Bachelor of Education program.

Three recommendations were made with respect to certification and certification requirements: 1) that general certification be considered as basic to teaching in Alberta elementary and secondary schools; 2) that a basic four-year program of preparation (including a university degree) be established as quickly as possible as the requirement for initial general certification (the Professional Certificate) of teachers for the elementary and secondary schools of Alberta; and 3) that as an intermediate step toward this goal, two years of teacher education beyond matriculation be re-established immediately as the minimum basis for permanent certification.

Three recommendations focussed on facilities and programs of teacher education: 1) that radio, television and similar means of improving teacher education be given further study; 2) that the possibility of increasing the time devoted to student teaching, of improving opportunities for students to observe master teachers, and of providing an internship program be studied; 3) that the summer session and evening credit programs offered by the university, be studied, including staff, honoraria, and the like.

Three recommendations addressed the factors associated with recruitment and supply of teachers: 1) that as necessity creates demands, provision should be made in the Faculty for the preparation of teachers in Special Education such as: education for the gifted, the physically and mentally handicapped, the pre-school child and the like; 2) that bursary provision be adjusted as follows: a) at a higher rate for students entering the Bachelor of Education program than for those entering the one-year program, b) on a parity as between the elementary and secondary route programs, and c) extended to all four years of the B.Ed. program; and 3) that provincial superintendents be encouraged by the Department of Education to participate in the graduate program of the Faculty of Education so that the schools of Alberta may benefit more fully from the values of this program.

One recommendation was made with regard to financial assistance to teachers in training: that more financial support from business and industry is necessary for the graduate program in the form of grants, scholarships, research fellowships and the like.

The distribution of recommendations is summarized in Table 11 on page 125.

Table 11

Distribution of Recommendations made by the Faculty of Education Regarding Quality and Supply of Teachers

Issue	No. of Recommendations
Entrance requirements	2
Facilities and programs	3
Certification and certification requirements	3
In-service education	0
Factors relating to recruitment and supply of teachers	3
Distribution of teachers between urban and rural schools	0
Financial aid to teachers in training	1
Total	12

The Department of Education

As was noted in the earlier chapter, the Department of Education managed to have its brief returned unread. Hence no analysis of its contents could be made.

INTERNAL PROCEEDINGS OF THE ALBERTA ROYAL COMMISSION ON EDUCATION: MAJORITY AND MINORITY REPORTS*

At the conclusion of the hearings, the Commission set about the task of assessing the many recommendations and suggestions, the studies, and other materials gathered in its investigation. Regular meetings were held to discuss issues and to formulate recommendations. With this came the task of writing the report, a task in which the Commissioners shared. In the end, a voluminous report containing 280 recommendations was produced. It was this report which a majority of the Commissioners endorsed, and it is the one which can be said to reflect the Commission's consideration of the public's view of education.

Consideration of the outcomes of the Alberta Royal Commission on Education would not be complete without some reference to the outcomes of the Commission's consideration of all the evidence before it.

Late in the Commission's deliberations Mr. Cormack introduced a motion setting out the conditions under which a member or members of the Commission could voice dissent. The motion, seconded by Dr. Mowat, was carried. Consideration at the following meeting, at which Mr. Cormack was not present, led to a small modification being made to clarify the intent of the former motion without detracting from its intent.[1] Having dispensed with the matter, the Commission members turned their attention to the task at hand--examination of the education system in Alberta.

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*Investigation has revealed that the government of the day decided to accept and consider the majority report and the minority report was left aside.

From the outset, Senator Cameron wanted a unanimous report,[2] but Mr. Cormack's motion provided for a dissenter giving notice to dissent and within one week following such notice, provided for discussion of the points of dispute with the Commission members.

Near the end of the deliberations of the evidence before the Commission, the writing of the Report commenced. The first chapter was written, was looked at and Commission members agreed that it would go into the Report. Similar consideration was given to the second, third, and fourth chapters. However, Mr. Cormack began to disagree with the implications of contents of the report as no consideration had been given to the aims and objectives of education. Reconsideration of the proceedings led Mr. Cormack to the realization he could not agree to any of the report.

Upon this revelation, Mr. Cormack gave notice to the Commission that he was going to write a minority report. Dr. Rees reminded Commission members of the motion allowing a Commission member the opportunity to submit his dissent within one week of giving notice of intention to do so.[3]

Though Commission members could have amended the motion allowing for more time for the development of the submission, they did not choose to do so. Within one week, Mr. Cormack wrote the whole report, all 175 pages of it. Copies of the completed draft were deposited on the desks of Commission members, who upon reading the dissenting views were very much disturbed. Discussion of the minority report with Commission members soon revealed that the majority of the Commission members were not about to accept Mr. Cormack's offer to scrap the minority report upon extension of the Commission's work for another six months to discuss the philosophy on which the system of education was based. As it was evident that Mr. Cormack's concerns and views could not be accommodated within the majority report, a motion was passed authorizing the expenditure of monies to have the minority report included in bound copies of the majority report.[4]

The majority Commission members went on to complete writing the majority report, and on November 9, 1959, the Report of the Royal Commission on Education in Alberta was submitted to the Lieutenant Governor in Council at 11:00 a.m. Its contents were to be analyzed and discussed later by the interest groups which participated in contributing to the Commission, to be torn to shreds by the newspapers, notably the Edmonton Journal, and to be considered by the Department of Education in terms of the directions suggested in the recommendations contained therein.

The selected interest groups were not inactive following the release of the Report of the Commission. The Alberta Teachers' Association, for example, with the editorial talents of Dr. S.C.T. Clarke, produced a condensed version of the Report, a version which did away with much of the dressing but retained the substance of the Commission's thinking. Sales of the condensed version of the report exceeded all expectations and did much to enhance the public image of the Association.[5]

On the other hand, the Department of Education undertook, at the bidding of the Minister, an analysis of the recommendations to ascertain which of the recommendations were already being addressed through departmental activities, which of the recommendations could be acted upon immediately, which of the recommendations were not feasible given present circumstances, and which of the recommendations could be implemented at a later date. The analysis continued until some time into 1961.[6]

Analysis of the Report was also undertaken by the Alberta School Trustees' Association to determine which of the recommendations affected school board and the operations of schools. But while this activity was going on, The Alberta School Trustees became aware that the Calgary Herald and the Edmonton Journal were being unmercifully critical of the Commission and its Report. A meeting of the executives of the Alberta School Trustees' Association and The Alberta Teachers' Association resulted in a joint letter or protest being sent to the head office of Southam Press Incorporated. The criticism stopped.[7]

The Faculty of Education continued to work toward implementing certification program requiring completion of four years of teacher education until 1969 when the program became reality.

Since the time of Alberta's Royal Commission on Education, the Farmers' Union of Alberta has changed its name but not its interests. Now known as Alberta Unifarm, the organization continues to put forward a rural view of policy matters including those pertaining to education.

The Alberta Federation of Home and School Associations, while still functioning as an organization, has experienced a decline in membership over the last two decades. As no interview with any representative of the organization that was active during the period under study (1957-59) was conducted, little is known of the organization's activities following 1959.

But while these outcomes and consequences provide a perspective of the aftermath of the Cameron Commission inquiry, there is need for further analysis to determine what success the selected interest groups experienced in having their recommendations reflected in those of the Commission.

THE RECOMMENDATIONS OF THE ALBERTA ROYAL COMMISSION ON EDUCATION: A MEASURE OF SUCCESS

For purposes of this study, an analysis was done to ascertain the extent to which the Commission's recommendations reflected those of the selected interest groups. Because of their length and number, the Commission's recommendations have not been quoted directly in the account which follows. Instead, all of the recommendations made by the Commission have been listed in Appendix C and reference is made to the numbers corresponding to those which reflect interest group recommendations.

It should be pointed out for various reasons known only to the Commissioners--though Commission reasoning is offered at various points in the Report in support of their various recommendations--the Commission's views coincided with some of those expressed by the selected interest groups and did not coincide with others.

At this juncture, the reader should be aware that the degree of success experienced by an interest group in having its recommendations reflected in those of the Commission depends in part on the number of recommendations reflected in whole, in part, and in general in those made by the Commission.

In the analysis only those interest group recommendations which are reflected in the Commission's recommendations are of interest. Though there are matters on which the Commission did not make recommendations, and there are many reasons why the Commission could not respond to every recommendation or suggestion made by interest groups, the assumption is that silence indicates either a lack of interest, a kind of benign neutrality, or a negative attitude, or that the issues were being addressed in some other arena.

Another assumption that is applicable to the analysis is that each and every interest group's recommendations is equivalent in importance to every other recommendation of that interest group or any other group. Thus, for example, a recommendation for more isolation bonuses or greater isolation bonuses is equal in weight to a recommendation concerning a four year baccalaureate program in education for all teachers, or the splitting apart of material (compulsory) from teaching method (optional) in Departmental publications.

For purposes of the analysis, recommendations which are reflected in some manner in the recommendations of the Commission are deemed to have been addressed through the Commission's recommendations. An extensive recommendation for a four year baccalaureate program in teacher education which stipulates implementation timelines, for example, is addressed in the Commission's recommendations when the Commission recommends a four year baccalaureate program but recommends a different implementation timeline. In such a case, the Commission recommendation may be said to meet an interest group's recommendation in part. Where an interest group's recommendation is totally reflected in a Commission recommendation, the Commission recommendation is said to meet the interest group's recommendation in whole.

A description of the success of each selected interest group in having its recommendations reflected in those of the Commission follows.

RECOMMENDATIONS ON CURRICULUM

The Alberta Federation of Home and School Associations

An analysis of the Commission's recommendations reveal that a number relate to the AFHSA recommendation calling for more emphasis on reading, writing, arithmetic and spelling from Grade 1 onward. Recommendations #54, 55 and 63 of the Commission call for greater attention to writing, spelling, and arithmetic respectively in either the elementary grades or at all grade levels. In effect, Commission consideration of the adequacy of subjects generated three recommendations related to one made by the Federation. Being of the opinion that, "with clearer statements of course content and greater freedom of education method . . ., and with some specific changes in the detail of subject fields . . ., no modification seems needed in the general structure of the elementary curriculum" (Report of the Royal Commission on Education in Alberta, 1959:135). The Commission did not make any recommendations related to the Federation's suggestions that a shift to the mathematics and sciences and languages could be accommodated in later grades. Neither were any made in line with the suggestions that some subjects be curtailed for the benefit of the basic subjects of reading, writing and arithmetic. No recommendation made by the Commission corresponds with the Federation's suggestion that teacher education be introduced in high school.

With respect to efficiency of teaching, the Commission made three recommendations which, while related to the Federation's notion of equitable sharing of the workload among teachers, did not correspond to the Federation's recommendation in the matter. The Commission

Recommendation #52 suggested that class sizes be kept reasonable in language arts subjects in order that teacher workloads might be reasonable. Recommendations #252 and 253 defined the length of the school day at the junior high school and senior high school levels. Indirectly such definitions could be used to determine the workload of teachers. The Commission did not make any recommendations which would encourage inexperienced teachers to apply tested teaching techniques or which would make French a part of teacher education as suggested by the AFHSA. The Commission, in its report (1959:128) was of the opinion with regard to the former, that methodology was the responsiblity of the teacher, a conviction that was reflected in Recommendation #16. The Commission's Recommendation #133 emphasized English but did not exclude French.

Analysis shows that the Commission did make a number of recommendations which corresponded to those made by the AFHSA regarding supervision of instruction. Recommendation #186 calling for the Department of Education, in collaboration with other parties, to gauge the need for professional assistant personnel in local school systems and Recommendation #187 calling for the Department of Education to continue sponsoring studies of optimum assistant staff size met in part with the AFHSA recommendation that assistance be provided to school administrators. No recommendation was made to echo the call of the AFHSA to have child grooming designated as a home responsibility; however, Recommendation #250 calling for the basic text to be either an authorized (i.e. required) or approved (i.e., selected from one or more alternatives, any of which meets well the requirements of the course) addresses in part the AFHSA call for the improved availability of texts. Recommendations #230 and

232 calling for the modification of the provincial system of school grants to give library grants do reflect the AFHSA's concern for the adequate financing of school libraries.

In the matter of texts and library services, the Commission did not make any recommendations which reflected the AFHSA perception that more reference books were needed in schools and none were made calling for a long term library program. However, in Recommendation #234, the Commission did address the need for librarians to have teacher training, a need identified by the AFHSA.

No recommendations were made by the Commission relating to interprovincial standardization of courses and textbooks.

Of the four AFHSA recommendations made regarding teaching aids only the one calling for the training of teachers in the use of audio-visual aids was reflected in Commission recommendations. Recommendations #240 and 241 suggested that such training could be instilled through in-service education and through an intense short course at the undergraduate level of teacher education.

In all, the AFHSA made a total of 19 recommendations regarding curriculum. Analysis reveals that of the four recommendations regarding adequacy of curriculum, one calling for more emphasis on basic skills in early grades, is fully reflected in three recommendations of the Commission. Three of the AFHSA recommendations on curriculum adequacy are not reflected at all in Commission recommendations.

The AFHSA call for equity of workload among teachers is the only recommendation of three regarding the efficiency of teaching and pedagogical procedures which is reflected in a general way in three Commission recommendations which could affect equitable distribution of workloads.

Of the four recommendations respecting organization, administration and supervision of instruction, one calling for financing of libraries was fully reflected in the Commissions while two others are only partially reflected. One of the four recommendations was not reflected at all.

Two of the three AFHSA recommendations addressing the adequacy of textbooks and library services were not reflected in any of the Commission's recommendations. One recommendation calling for the employment of librarians to run school libraries was accommodated by a generally related Commission recommendation.

Though the AFHSA made a recommendation regarding interprovincial standardization of courses, the Commission did not make any in like fashion.

The only AFHSA recommendation on aids to teaching to be fully reflected in those of the Commission was the one calling for an audio visual course as a part of teacher training. No Commission recommendations were found to reflect the other three recommendations on aids to teaching made by the AFHSA.

The manner in which the 19 recommendations on curriculum made by the AFHSA are reflected in those of the Commission is depicted in Table 12 on page 136.

The Alberta Teachers' Association

A number of The Alberta Teachers' Association recommendations on curriculum were also reflected in those of the Commission. The Association made three recommendations regarding the adequacy of subjects offered. Like the AFHSA, the ATA also called for greater emphasis in

Table 12

Reflection of the Alberta Federation of Home and School Association's Recommendations on Curriculum in those of the Alberta Royal Commission on Education

Royal Commission Recommendation	AHFSA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF CURRICULUM					
54. That careful scrutiny of student handwriting, in terms of legibility and neatness, be regarded as part of the normal teaching assignment in every subject and at every grade.	1. Emphasis on reading, writing, arithmetic and spelling from Grade 1 up.	F			
55. That alertness to spelling be developed in all subject areas and at all grade levels--especially in the elementary school.					
63. That general facility in arithmetical skills be reemphasized with particular regard for accuracy and automatic response.					
	2. Emphasis in later years on mathematics, sciences and languages				N
	3. Other subjects should be curtailed in order to stress basics.				N
	4. Courses in teaching should be introduced in high school.				N

*Reflection: F = Full; P = Part; G = Generally; N = Not at all.

Table 12 (Continued)

Royal Commission Recommendation	AFHSA Recommendation	Reflection*			
		F	P	G	N
EFFICIENCY OF TEACHING AND PEDAGOGICAL PROCEDURES					
52. That classes be held at a reasonable size so as to give the teacher a realistic workload.	1. Equality of workload among teachers			G	
252. That the length of the school day in the upper junior high school be examined carefully and, where circumstances warrant, extended to 330 minutes of instruction time.					
253. That in senior high school the present maximum of 330 minutes become the minimum, that school boards be empowered to institute a maximum of 360 minutes of instruction time per day, and to add such extra supervised study time as they may be able to provide.					
133. That proficiency in both oral and written English be stressed in teacher selection and in teacher education.	2. French to be part of teacher training.				N
16. That instruction in education methods be reserved for teacher education; and that the choice of methods (including organization for teaching) be the prerogative of teachers.	3. Improvement of the application of teaching techniques by inexperienced teachers.				N

Table 12 (Continued)

	Royal Commission Recommendation		AFHSA Recommendation	Reflection*			
				F	P	G	N
	SUPERVISION OF INSTRUCTION						
186	That the Department of Education, with other parties concerned, intensify efforts to gauge the needs for professional assistant personnel in local school systems.	1.	Assistance to administrative staffs to facilitate supervision.		P		
187	That as a service to local systems, the Department of Education sponsor continued study of the optimum assistant and special staff required to operate effectively schools of varying sizes.	2.	The home to assume responsibility for grooming of children.				N
250	That with regard to basic texts, the Department of Education be provided with an annual budget to be used to upgrade the quality of these texts.	3.	Improvement in the availability of text books		P		
230	That the system of school grants be modified to provide incentive for the establishment and development of school libraries and the employment of professional librarians.	4.	That there be financing for libraries.	F			
232	That both library renewal and maintenance grants be provided by the province.						

Table 12 (Continued)

Royal Commission Recommendation	APHSA Recommendation	Reflection*			
		F	P	G	N
TEXTBOOKS AND LIBRARY SERVICES					
	1. More reference books				N
	2. Long term library program needed.				N
234. That the government investigate the advisability of asking the University to introduce library science courses for the training of teacher-librarians.	3. Librarians (teachers with qualifications) should be employed to run libraries.			G	
INTERPROVINCIAL STANDARDIZATION OF COURSES & TEXTBOOKS					
	1. A unified curriculum in Canada is needed.				N

Table 12 (Continued)

Royal Commission Recommendation	AFHSA Recommendation	Reflection *			
		F	P	G	N
AIDS TO TEACHING					
	1. Technological systems to be applied to the teaching of French.				N
	2. Specification of basic equipment for subjects.				N
	3. Canadian content in films and film strips.				N
240. That emphasis upon audio-visual aids in the in-service education of teachers be increased.	4. An audio-visual course as part of teacher training.	F			
241. That as part of the pre-service or undergraduate education of teachers, the Faculty of Education study the merits of offering an intense short course designed as an introduction to the proper use of audio-visual aids.					

elementary grades upon the development of skills in reading, writing, and arithmetic. Instead of calling for skill development in spelling as the AFHSA did, the ATA wished to see such skill development in social studies. As was pointed out earlier, the Commission did not make any recommendations relating to reading. Recommendations #54 and 63 of the Commission supported increased emphasis in writing and arithmetic. Recommendations #58 and 59 of the Commission were aimed at directing the emphasis of social studies in elementary grades. Recommendation #89 calling for a three year junior high school program inclusive of exploratory subjects, lent support to the ATA's recommendation calling for the provision of a selection of options at the junior high school level. Recommendation #19 suggesting that the general nature of the curriculum be so conceived as to provide appropriate differentiation at all school levels appears to reflect in part the ATA's recommendation that offerings at the senior high school level be flexible enough to accommodate the abilities of any and all students.

Analysis revealed that the Commission did not make any recommendations which reflected the ATA's concerns regarding the efficiency of teaching and pedagogical procedures. Here it will be remembered that the ATA called for the evaluation of pedagogical procedures in terms of educational goals set and goals achieved; and, for the establishment of the relationship between teacher education and experience, and success in teaching.

When the recommendations regarding supervision of instruction were analyzed, it became apparent that the Commission did not make any recommendations which reflected the ATA's view that the role of supervisory personnel must be clearly established and that existing curricular divisions in the educational system seemed appropriate. It should be noted that the Commission did not make any recommendations which were contrary to these views.

In the matter of the adequacy and availability of texts and of school library services, the Commission's Recommendations #230 and 232 appear to reflect the ATA's concern that library services require upgrading. The Commission did not make any recommendation attesting to the necessity of well written, appropriately used texts, supplemented by other material as the ATA had done.

The ATA's suggestion that audio-visual aids, when properly used, can be an asset in the classroom was reflected in Recommendation #241. The Recommendation called for the Faculty of Education to consider the merits of offering an intense short course introducing the proper use of audio-visual aids to education undergraduates. Such a course would be part of the teacher preparation program.

The Alberta Teachers' Association made 27 recommendations regarding curriculum. Of the seven recommendations the ATA made regarding adequacy of curriculum only one, calling for a determination of the best grade placement of elementary school curriculum, was fully reflected in Commission recommendations. One recommendation calling for a determination of the value of various methods dealing with individual differences, was partly reflected in the recommendation of the Commission. The remaining five ATA recommendations on curriculum adequacy were not accommodated by the Commission in any recommendation.

Analysis did not reveal any Commission recommendations which corresponded in any way with the three ATA recommendations on the efficiency of teaching and pedagogical procedures. In like manner, the four ATA recommendations addressing issues of supervision of instruction were not accommodated in any recommendations made by the Commission.

Three of the nine ATA recommendations on the adequacy of textbooks and library services are only partly reflected in the recommendations of the Commission. One Commission recommendation was found to be related to one of the nine ATA recommendations. Six ATA recommendations on textbooks and library services were not reflected in any way in Commission recommendations.

Of the four recommendations made by the ATA on aids to teaching, two are fully reflected in the recommendations made by the Commission, while two were not reflected at all.

Table 13 on page 144 depicts the manner in which the ATA recommendations on curriculum were accommodated in those made by the Commission.

The Alberta School Trustees' Association

When the Commission's recommendations were analyzed for the manner of accommodation of the recommendations of the Alberta School Trustees' Association, an interesting relationship was revealed. In its brief, the ASTA view of the adequacy of subjects offered resulted in two recommendations: 1) that there be provision of a basic core curriculum for academically inclined students with vocational subjects and electives for others; and 2) that there be French language studied in the elementary grades. Consideration of the issues addressed by the two recommendations led the Commission to formulate Recommendations #27, 33, 101 and 102 with regard to electives and vocational training.

Table 13

Reflection of The Alberta Teachers' Association Recommendations on Curriculum in those of the Alberta Royal Commission on Education

Royal Commission Recommendation	ATA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF CURRICULUM					
47. That in given grades and levels fewer topics be covered more intensively than heretofore, and that research be undertaken in grade placement.	1. Studies should be made to determine the best grade placement of the subject matter of the elementary school curriculum.	F			
53. That the province exercise leadership in matters of acceleration, retardation, enrichment, promotion, etc., so as to assist teachers in meeting the problem of individual differences.	2. Studies should be continued to determine the value of various methods of dealing with individual differences including multirate promotion, grouping and enrichment.		P		
	3. Studies should be made to determine the efficiency of various teaching techniques including the enterprise.				N
	4. The organization of the junior high school should be studied with a view to determining whether its best work is done as an independent unit, as an upward extension of the elementary school, or in association with the high school.				N

*Reflection: F = Full; P = Part; G = Generally; N = Not at all.

Table 13 (continued)

Royal Commission Recommendation	ATA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF CURRICULUM (Continued)					
	5. A study should be made of the junior high school to determine its adequacy to meet the wide range of individual differences in capacity and interest among its students.				N
	6. School systems, through principals and guidance services, should use the results of Grade 9 examinations in guiding students along educational and vocational paths most suited to their abilities, interests and needs.				N
	7. Any evaluation of the high school curriculum should be made only after a study of and statement of the function of the high school in Alberta society have been completed.				N

Table 13 (Continued)

Royal Commission Recommendation	ATA Recommendation	Reflection* F	P	G	N
EFFICIENCY OF TEACHING AND PEDAGOGICAL PROCEDURES					
	1. Studies should be made of the professional preparation of the teaching force in 1928, 1938, 1948 and 1958 as a basis for determining trends.				N
	2. Studies should be made of the relationships of teacher education and experience to success in teaching in specific areas of the school organization (e.g., elementary, junior high school) and in teaching particular subjects (e.g., mathematics, English, French)				N
	3. The various pedagogical procedures which can be used in the classroom should be evaluated in terms of the purposes which they are intended to serve.				N

Table 13 (continued)

Royal Commission Recommendation	ATA Recommendation	Reflection*			
		F	P	G	N
ORGANIZATION, ADMINISTRATION AND SUPERVISION OF INSTRUCTION					
	1. The present 3-3-3-3 grade organization should be retained in the Alberta school system.				N
	2. A brochure or manual should be prepared under the leadership of the Department of Education to give guidance to school boards with respect to good administrative practices and outline the areas in administration in which teachers may well be involved for the general benefit of education.				N
	3. Enquiries should be made into the merits and demerits of properly qualified superintendents being employed by and responsible to local school boards.				N
186. That the Department of Education, with other parties concerned, intensify efforts to gauge the need for professional assistant personnel in local school systems.	4. School boards in smaller urban districts and in the rural school divisions and the Department of Education should be asked to increase the supervisory staff in accordance with need.		P		
187. That as a service to local systems, the Department of Education sponsor continued study of the optimum assistant and special staff required to operate effectively schools of varying sizes.					

Table 13 (Continued)

Royal Commission Recommendation	ATA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF TEXTBOOKS AND LIBRARY SERVICES					
	1. Textbooks which contain the essentials of each subject should be made available.				N
	2. Alberta has reached the stage in its development where textbooks should reflect our culture.				N
	3. More attention should be given to Commonwealth books.				N
	4. The adequate supply of reference books in every school should be a major consideration of school boards.				N
	5. The Department of Education should authorize and encourage the use of a uniform book classification for the assistance of school libraries throughout the province.				N
230. That the system of school grants be modified to provide incentive for the establishment and development of school libraries and the employment of professional librarians. 232. That both library renewal and maintenance grants be provided by the province.	6. In elementary schools of over 200 pupils, and in all high schools, adequate central library facilities should be required in new schools. This space, without "study purposes" limitations, should qualify for at least the standard classroom grant.		P		

Table 13 (Continued)

Royal Commission Recommendation	ATA Recommendation	Reflection* F	P	G	N
ADEQUACY OF TEXTBOOKS AND LIBRARY SERVICES (Continued)					
234. That the government investigate the advisability of asking the University to introduce library science courses for the training of teacher librarians.	7. Up-to-date information regarding central school library requirements and facilities should be issued to school boards for their guidance. The Faculty of Education should keep the need for school librarians under constant review so that school library courses may be offered as required.		P		
229. That minimal and compulsory book quotas be established for schools of various enrolments.	8. Books listed in the catalogues of the School Book Branch should be classified for the use of school librarians.			G	
See Recommendations 230 and 232 above.	9. Additional government grants should be paid to accredited school libraries which have met basic standards.		P		

Table 13 (Continued)

Royal Commission Recommendation	ATA Recommendation	Reflection*			
		F	P	G	N
AIDS TO TEACHING					
240. That emphasis upon audio-visual aids in the in-service education of teachers be increased. 241. That as part of the pre-service or undergraduate education of teachers, the Faculty of Education study the merits of offering an intensive short course designed as an introduction to the proper use of audio-visual aids.	1. Instruction in the use of audio-visual materials should be available to teachers as part of their pre-school professional preparation and should be strengthened and kept up to date through continuous in-service education.	F			
	2. Steps should be taken to ascertain whether or not the present quota system is unduly restricting the legitimate use of films as classroom teaching aids. If such is the case, then consideration should be given to the provision of more films.				N
248. That the provincial government initiate action to reserve sufficient channels for telecasting educational programs.	3. There should be established in Alberta an adequately powered educational station to serve as the primary, and perhaps, only outlet for educational broadcasts of all types.				N
244. That study and development of educational television be maintained to determine the full possibilities of this medium as a teaching-learning aid in the public schools.	4. There should be further study and experimentation with respect to the classroom use of television before this medium is introduced in any large school in Alberta.	F			

No Commission recommendation was found to reflect the ASTA's call for the study of the French language in elementary grades. The Commission in its report (1959:184) was of the view that there was already sufficient and adequate provision in the School Act and regulations so:

> . . . that in Grade I French is the language of instruction, although it is stated in the regulations that English must then be a subject of instruction. In subsequent grades, however, English is to be the language of instruction, with French as a subject of instruction, and with explanations in French as necessary.

Analysis revealed that the ASTA recommendation that there be a thorough reconsideration of administrator training, promotion, and appointment practices was reflected in the Commission Recommendations #175, 176 and 177. These Recommendations outlined the manner in which superintendents should be selected and appointed. Recommendations #184 and 185 appeared to reflect the same ASTA concerns as these pertained to the principalship.

The ASTA advocation of more adequate library facilities was deemed to be reflected in Recommendations #230 and 232 of the Commission which also called for funds from provincial sources to provide adequate facilities. Recommendation #238 which called for school libraries to be made more accessible to the public accommodates the ASTA view that public library services ought to be extended.

The Commission did not make any recommendations regarding the feasibility of interprovincial standardization of textbooks, a matter on which the ASTA had made pronouncement.

As for the ASTA's call for the establishment of standards for teaching aids, the Commission did not make any corresponding recommendation. However, the ASTA recommendation that the utility of television be investigated further at the local, provincial and national levels is in part reflected in Recommendations #244, 245, 246, 247, 248 and 249. Collectively, this group of recommendations calls for further study of possibilities this medium has for the classroom and anticipates the need to carry on with the established developments.

In all, the Alberta School Trustees' Association made seven recommendations regarding curriculum. One of the recommendations on the adequacy of curriculum was fully reflected in the Commission recommendations while one was not reflected at all.

The one ASTA recommendation on supervision of instruction was fully reflected in those made by the Commission. The one ASTA recommendation on the adequacy of textbooks and library services was partly reflected in the Commission's recommendations.

The Commission made no recommendations which accommodated the ASTA recommendation on interprovincial standardization of courses and textbooks.

One of the ASTA recommendations on aids to teaching was partly embedded in the work of the Commission. The second of the ASTA recommendations was not accommodated at all.

Table 14 on page 153 shows the manner in which the ASTA recommendations on curriculum were accommodated within the recommendations of the Commission.

Table 14

Reflection of the Alberta School Trustees' Association Recommendations on Curriculum in those made by the Alberta Royal Commission on Education

Royal Commission Recommendation	ASTA Recommendation	Reflection* F	P	G	N
ADEQUACY OF CURRICULUM					
27. That the scope of educational offerings at public expense in the public school system be broadened to include appropriate courses in many vocational areas. 33. That in addition . . ., more intensive three-year programs be developed in accredited schools in all fields of study--including matriculation, fine arts, physical education, business education, and a variety of other programs leading to post-secondary study, or of a terminal or vocational or general nature. 101. That the requirements of general education be reviewed with a view to devising clear distinction between general education courses and vocational courses. 102. That present electives of near-vocational nature and intent be reviewed, if necessary, so that they may become acceptable to business and the trades.	1. That every child has a basic right to an education and that educational authorities be urged to provide appropriate curricula to meet the wide range of abilities and needs found in our school population (a basic core curriculum for the academic student and vocational subjects and electives for others)	F			
	2. All provincial educational authorities should introduce the study of French (or English in French language schools) in elementary grades at as early an age as possible)				N

*Reflection: F = Full; P = Part; G = Generally; N = Not at all.

Table 14 (Continued)

Royal Commission Recommendations	ASTA Recommendations	Reflection* F	P	G	N
ORGANIZATION, ADMINISTRATION, AND SUPERVISION OF INSTRUCTION					
175. That legal provision be made whereby divisions and counties may appoint their own superintendent in lieu of a provincially employed superintendent.	1. Taking a good look at our program and practices of training, appointing and appraising the duties and responsibilities of administrators.	F			
176. That the province specify in law such functions of the locally-appointed superintendent as will safeguard immediate provincial interests in education.					
177. That qualifications with force of law be established to govern eligibility of appointments of all superintendents in Alberta.					
184. That desirable qualifications be established with regard to the principalship in Alberta.					
185. That job specifications as indicated in this report be included in the School Act to clarify and give status to the full scope of the principal's duties.					

Table 14 (Continued)

Royal Commission Recommendation	ASTA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF TEXTBOOKS AND LIBRARY SERVICES					
230. That the system of school grants be modified to provide incentives for the establishment and development of school libraries and the employment of professional librarians. 232. That both library renewal and maintenance grants be provided by the province. 238. That the possibilities of making the school library accessible and of service to the general public community be explored.	1. That local, provincial and federal authorities be urged to give effective support to the establishment and development of libraries in schools, colleges and universities and to further extension of public library services to all parts of urban and rural Canada.		P		
INTERPROVINCIAL STANDARDIZATION OF TEXTBOOKS AND COURSES					
	1. A survey should be made to ascertain what proportion of our population is affected by this matter and to what extent the pupils concerned are adversely affected.				N

Table 14 (Continued)

Royal Commission Recommendation	ASTA Recommendation	Reflection*			
		F	P	G	N
AIDS TO TEACHING	1. Some increased standard or minimum requirements, with respect to teaching aids in every school, should be spelled out by the Department of Education.				N
244. That study and development of educational television be maintained to determine the full possibilities of this medium as a teaching-learning aid in the public schools.	2. That further extensive experimentation in educational television programming be undertaken at the local, provincial and national levels.		P		
245. That the province make funds available for expansion of programs and experimentation in educational television at all school levels.					
246. That study be commenced regarding the design of facilities best suited to the educational use of television.					
247. That the Faculty of Education consider the requirements of initial training and in-service preparation of teachers for the use of this teaching aid.					
248. That the provincial government initiate action to reserve sufficient channels for telecasting educational programs.					
249. That in the meantime arrangements be made for the development and the broadcasting of educational programs by existing stations.					

The Farmers' Union of Alberta

Examination of the manner in which the FUA recommendations on curriculum were reflected in the Commission's recommendations yielded interesting observations. Five recommendations were made by the FUA regarding the adequacy of subjects taught. The suggestion of streaming in senior high school with core curriculum appears to be echoed in full in Recommendations #32 and 33. Recommendation #32 outlined the nature of the compulsory core of the high school curriculum while Recommendation #33 suggested that streaming be an integral part of accredited high schools. The FUA call for more science to be taught in all grades is partly reflected in Recommendations #69 and 70 which indicated how more science might be diversified at the senior high school level. No Commission recommendations were found to correspond to the FUA suggestion that the study of the French language be introduced in elementary schools. It was noted earlier that the Commission was of the opinion that adequate and sufficient provisions existed in the School Act and regulations for French to be used as a language of instruction as well as a language of study in the elementary grades. The FUA call for enrichment of the curriculum in schools is partly accommodated in Recommendations #102 and 103, the former calling for a revision of the near-vocational electives so as to be acceptable to business and the trades, and the latter asking that community colleges be the outlet for these electives in the rural areas and that the city school systems be the outlets for these electives in urban areas. In essence, the availability of vocational electives would be increased in rural areas through the community college with accessibility left undefined. No recommendations were made by the

Commission which accommodated the FUA suggestion that cooperation be emphasized in school curriculum.

Four FUA recommendations centred on the efficiency of teaching and pedagogical procedures. No Commission recommendations were found to reflect the FUA views that there need be more emphasis on the teaching of phonics and that efforts should be made to induce qualified reading teachers to accept positions in ungraded rural schools where improved reading programs were needed. With respect to phonetics, the Commission was satisfied that "The most recent materials in classroom use . . . duly emphasize phonics along with other aspects of the reading process" (Alberta Royal Commission on Education, 1959:143). Recommendation #50, calling for the restoration of appropriate drill procedures as a means of securing facility in language skills comes closest to mirroring the FUA suggestion that improvement of skills in the usage of the English language be made. The FUA call for more drill in mathematics appears to be reflected in full in the Commission's Recommendation #63 which called for a renewed emphasis on arithmetic skills especially in accuracy and automatic response.

The Commission did not make any recommendation endorsing the FUA suggestion that the textbook rental plan be extended throughout the province to make textbooks available to children at reasonable cost. As was noted earlier, the Commission chose not to make any recommendations regarding interprovincial standardization of textbooks and courses.

The FUA made a total of 11 recommendations regarding curriculum. Of the five recommendations addressing adequacy of curriculum, one was fully reflected in Commission recommendations, two were partly reflected in Commission recommendations, and two were not reflected in Commission recommendations in any manner.

One of the FUA's four recommendations respecting efficiency of teaching and pedagogical procedures was fully reflected in Commission recommendations, one was partly reflected, while two were not reflected at all.

The one FUA recommendation regarding the adequacy of textbooks and library services was not accommodated in Commission recommendations. As was noted earlier, the Commission made no recommendation to reflect any interest group ideas on interprovincial standardization of courses and textbooks.

Table 15 on page 160 illustrates how the 11 FUA recommendations on curriculum correspond to recommendations made by the Commission.

The Faculty of Education

Examination of the manner in which the 44 recommendations made by the Faculty of Education were accommodated within those made by the Commission reveals an interesting pattern. Faculty of Education recommendations on the adequacy of curriculum, analysis revealed, were accommodated in the following manner. The Commission made no recommendations which coincided with the Faculty's view that language and literature require reunion into one course at the Grade 10 and ~~11~~ and junior high school levels to provide better English usage experience for students. Retention of the social studies program in schools, a view adopted by the Faculty of Education, was reflected in the Commission's Recommendation #56 calling for greater emphasis on the acquisition of precise factual knowledge within the provisions of the present social studies program without losing any of the program's desirable qualities. The Faculty's

Table 15

Reflection of the Farmers' Union of Alberta Recommendations on Curriculum in those of the Alberta Royal Commission on Education

Royal Commission Recommendation	FUA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF CURRICULUM					
32. That the compulsory core of the high school curriculum consist of English language, literature, social studies and, at the Grade 10 level, a minimum of one hour per week in physical education and recreation; further that every student enrol in one course in each of mathematics and science.	1. Senior high school courses should be divided into four categories: a) academic, b) general, c) commercial, and d) technical and vocational. All these courses should have a basic core of English, social studies and mathematics.	F			
33. That in addition to the above, more intensive three-year programs be developed in accredited schools in all fields of study--including matriculation, fine arts, physical education, business education, and a variety of other programs leading to post-secondary study, or of a terminal or vocational or general nature.					
69. That at least one survey-type course comprised of content drawn from the physical sciences, be provided as a non-matriculation elective in high school science.	2. That more science be taught in all grades.		P		
70. That two sequent years of biology as a science pattern for matriculation students be available as an alternative matriculation science route.					

*Reflection: F = Full; P = Part; G = Generally; N = Not at all.

Table 15 (Continued)

Royal Commission Recommendation	FUA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF CURRICULUM (Continued)					
71. That at least one biology elective be retained in the early grades of the high school.	2. (continued from page 160)				
	3. That consideration be given to the teaching of French at the elementary school level.				N
102. That present electives of near-vocational nature and intent be reviewed, if necessary, so that they may become acceptable to business and the trades.	4. Enriching the curriculum in rural as well as urban schools if it can be done without replacing essential subjects.		P		
103. That offering of such electives be restricted to the community colleges in rural areas and to city systems.					
	5. Cooperation as one method of doing business should be included in the Grade 11 social studies course.				N

Table 15 (Continued)

Royal Commission Recommendation	FUA Recommendation	Reflection*			
		F	P	G	N
EFFICIENCY OF TEACHING AND PEDAGOGICAL PROCEDURES					
	1. More emphasis upon the teaching of phonetics.				N
	2. Every effort should be made to induce qualified and experienced teachers to accept positions in ungraded rural schools where an improved reading program is needed.				N
50. That appropriate drill procedures be restored as a means of securing facility in the language skills.	3. More emphasis should be placed on the mastery of the mechanics of English and a knowledge of grammar in both junior and senior high schools, and that pupils be required to express their ideas in complete sentences.		P		
63. That general facility in arithmetical skills be re-emphasized with particular regard for accuracy and automatic response.	4. More drill in mathematics in the elementary grades.	F			

Table 15 (Continued)

Royal Commission Recommendation	FUA Recommendation	Reflection*			
		F	P	G	N
ADEQUACY OF TEXTBOOKS AND LIBRARY SERVICES					
	1. That further effort be made to extend the textbook rental plan to all parts of the province.				N
INTERPROVINCIAL STANDARDIZATION OF TEXTBOOKS AND COURSES					
	1. That more effort be made to cooperate with the other provinces in authorizing the use of the same textbooks.				N

suggestion that Grade 12 level social studies be replaced with separate courses in history and geography was not supported by the Commission. While approving of the organization of the social studies program at the senior high level, the Commission did urge "that the prescription of content be laid out relative to the areas of geography, history, civics, etc. on a grade-by-grade basis" (Alberta Royal Commission on Education, 1959:155). The urging did not culminate in a Commission recommendation however.

The Faculty's perspective that physical education be a part of the curricular program in Grades 10 to 12 was reiterated in Recommendations #87 and 88 which saw the need for 60 non-credit minutes per week devoted to physical education by all students with a sequence of five credit specialized courses in Grades 10 to 12 available as electives.

Faculty suggestions that improvements be made in health and personal development courses were similar to those made by other interest groups. Commission consideration of the inadequacies of the health and personal development curriculum culminated in the formulation of Recommendations #73 to 82. These recommendations were Commission suggestions for curriculum improvements.

The Commission, through Recommendations #70 and 71, in relation to biology, did meet in part the Faculty recommendation that a well organized sequence of courses in physics, chemistry and biology be established at the senior high school level.

The Commission did not make any recommendations regarding the Faculty's call for enrichment of the elementary curriculum for superior ability students with the use of oral French, the call for a fuller treatment of significance of geography to the lives of people in Department of Education Bulletins, the call for a Bulletin on work study skills, the call for a revision of the Bulletin on handwriting, and the Bulletin for a basic speech instruction program for students of different cultural backgrounds.

As for the treatment of Faculty recommendations related to the efficiency of teaching and pedagogical procedures, the Faculty's view that Grade 9 and 12 Departmental Examinations should be retained until a system of accredited schools was in place was fully reflected in Commission Recommendations #7 and 9. The need to write curriculum guides so that method and content are separated and methods are not prescriptive, identified by the Faculty, was reflected in part in Recommendation #17 calling for a revision of curriculum guides to indicate clearly the basic content of courses and specifying the minimum materials, equipment and facilities required to support the content.

No Commission recommendations could be found to support the Faculty's notions: 1) that frequent writing assignments, critical assessment of student writing, and guidance of students ought to be the prime activities of the English language teacher; 2) that the quality of French instruction could be improved by select recruitment practices and through language immersion programs; 3) that special classrooms be provided for art; 4) that improvement of the aesthetic quality of schools would further the cause of art; 5) that travelling art exhibits be established; 6) that assistance be provided to adequately equip school music programs; and 7) that the various programs designed to review content and methodology in curriculum be continued.

Recommendation #17 was found to reflect in part the Faculty concern that the mathematics course outline required revision to provide elementary teachers with more guidance in dealing with individual differences. Recommendation #52 that classes be held at reasonable size to ensure reasonable teacher workloads was generally related to the Faculty call for a reduction in the pupil:teacher ratio in order to improve teaching efficiency.

No Commission recommendation corresponded with the Faculty's view that the objectives and nature of language and reading programs in schools could be conveyed to parents through public education.

Respecting the Faculty's views of the supervision of instruction, no Commission recommendations could be found to address the Faculty's concerns that careful consideration be given to the advantages of the composite-type high school in meeting the needs of high school students, that consideration be given to streaming of superior ability students to provide challenging programs in English, social studies, natural sciences, mathematics and foreign languages. Nor were any Commission recommendations made to reflect the Faculty call for streaming of students in senior high school level English courses to adequately interest and challenge every student. The need for better guidance for senior high school mathematics students and the need to overcome the inadequacies of the spiral curriculum approach to junior high school science as identified by the Faculty were not accommodated in Commission recommendations.

Recommendation #72 calling for a three year sequential course program in French, Latin, and German reflected the Faculty perception that students would be able to achieve continental standards in French in a sequential three year program.

Encouragement of high school administrator recognition of the special needs of music programs in program organization and course timetabling was not reflected in Commission recommendations. Neither were suggestions of appointment of art and music consultants and supervisors.

The call for the development and use of a program of student appraisal at spaced intervals with large groups from various grade levels was accommodated in full in Recommendation #14 which sought the establishment of a Bureau of Tests and Standards for that purpose.

Establishment of kindergartens as suggested by the Faculty was not incorporated in any of the recommendations of the Commission.

Analysis of the recommendations of the Commission and the Faculty of Education with respect to the adequacy of textbooks and library services revealed much correspondence between the two sets. Faculty advocation that curriculum guides incorporate suggestions of texts which contain basic subject matter appears to be reflected in Recommendation #21 in conjunction with Recommendation #9. Recommendation #228 accommodated the Faculty call for variety in reference and reading books while Recommendations #230 and 232 were in line with the Faculty suggestion that there be school grants for school library construction. Recommendation #234 endorsed the Faculty suggestion that teacher librarian courses and training be undertaken to coincide with phasing in of school library construction. No recommendation of the Commission corresponded to the call for an increase in the number of books available to students beyond the sixth grade.

Though the Faculty of Education was opposed to interprovincial standardization of textbooks and courses, the Commission did not make any recommendations on the matter. The Commission, in its assessment of the acceptability of Alberta matriculants outside of Alberta concluded that there was a "need for more nearly uniform matriculation requirements across Canada, or for greater coordination of universities' policies regarding admissions" (Alberta Royal Commission on Education, 1959:111).

Continuation of basic courses in the use of audio-visual aids and the improvement of competency at the local level, positions adopted by the Faculty with respect to teaching aids, appear to be reflected in full in Commission Recommendations #241 and 240 respectively. No Commission recommendations corresponded to the suggestion that more efficient use be made of audio-visual aids in the instruction of the French language.

In all, the Faculty of Education made 44 recommendations respecting curriculum. Eleven addressed the adequacy of curriculum. Two of the 11 recommendations were reflected in full in Commission recommendations while another two were only partly reflected. Seven of the 11 were not accommodated within Commission recommendations.

The Faculty put forward 12 recommendations on the efficiency of teaching and pedagogical procedures. Only one was fully reflected in Commission recommendations. Two were reflected in part and one was found to be generally accommodated by the Commission. Eight of the Faculty's suggestions on teaching efficiency were not reflected at all.

Of the 11 Faculty recommendations on the supervision of instruction, only two are reflected in the Commission's suggestions, and they are in full. The remainder are not accommodated at all.

Three of the six Faculty recommendations on the adequacy of textbooks and library services are reflected in Commission recommendations in full, two are reflected in part, and one is not reflected at all.

As noted elsewhere, the Commission did not make any recommendations which accommodated any interest group concern, as in this case, with interprovincial standardization of courses and textbooks.

Of the three recommendations made by the Faculty regarding aids to teaching, one was not accommodated at all while two were fully accommodated in the recommendations of the Commission.

Table 16 illustrates the manner in which the Faculty of Education recommendations correspond to those made by the Alberta Royal Commission on Education.

THE QUALITY AND SUPPLY OF TEACHERS

The Alberta Federation of Home and School Associations

In its brief, the Alberta Federation of Home and School Associations made 12 recommendations regarding the quality and supply of teachers. Analysis reveals that for the most part these recommendations are reflected in those made by the Commission.

For instance, in the matter of entrance requirements to teacher training programs, the AFHSA view that senior matriculation should be the minimum entrance requirement to such programs corresponded to Recommendation #131 of the Commission which called for all entrants to the Faculty of Education to possess complete Alberta matriculation or its equivalent, including academic mathematics and science courses through the Grade 11 level. No recommendation of the Commission was found to reflect the AFHSA view that teacher training programs be so structured that 12-14 months

Table 16

Reflection of the Faculty of Education Recommendations on Curriculum in those of the Alberta Royal Commission on Education

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
ADEQUACY OF CURRICULUM					
	1. Language and literature require reunion into one course at the Grade 10 and 11 and junior high school levels to provide better English usage experiences for students.				N
56. That within the provisions of the present program, and without losing any of its desirable qualities, greater emphasis be placed on the acquisition of precise factual knowledge--such knowledge to be set forth in the curriculum guides and prescribed as a basic core for all students.	2. Retention of social studies is suggested for Grades 7-12 in order to provide a framework for organizing, learning and assimilating material and understanding common to citizens of Canada.		P		
	3. At the Grade 12 level, social studies might better be replaced by courses in history and geography.				N
87. That 60 non-credit minutes per week of physical fitness and recreational activities be a minimum for all students.	4. Physical education should be provided in Grades 10-12.	F			
88. That a sequence of five credit specialized courses (one for each of Grades 10, 11 and 12) be available as electives.					

*Reflection: F = Full; P = Part; G = Generally; N = Not at all.

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
ADEQUACY OF CURRICULUM (Continued)					
73. That matters relating to school organization and administration, student activities and orientation be removed from their present mandatory and formal course status.	5. Health and personal development should be continued and improved to provide a feeling among students that its focus and objectives are realistic.	F			
74. That study habits be removed from Unit I and be treated by pre-service and in-service education of principals, guidance personnel and teachers.					
75. That a committee including a majority of medical practitioners and health authorities review present health content at all grade levels to judge its accuracy and value.					
76. That for each grade level of the elementary school, curriculum guides suggest desirable health habits, offer accurate resource information and make explicit the responsibility of the teachers.					
77. That in the same manner as recommended for elementary education the adequacy and accuracy of health content in the secondary school curriculum be studied.					
78. That overlapping and repetition be removed from content of Grades 7-10 inclusive, and the resultant offered in Grades 7 and 8.					

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
ADEQUACY OF CURRICULUM (Continued)	5. (Continued)				
79. That in grades above the eighth, curriculum guides relate appropriate aspects of physical education, science and other courses to health and make explicit the teacher's responsibilities.					
80. That the Department of Education assist schools, through separate publications and by other means, in the development of effective programs of information regarding occupations, vocations and professions.					
81. That Units 5 and 6 be removed from their present course status.					
82. That superintendents, principals and qualified guidance personnel, shall use their discretion concerning formal instruction in the contents of Units 5 and 6.					
70. That two sequent years of biology as a science pattern for matriculation students be available as an alternate matriculation science route.	6. That well organized courses be available in physics, chemistry and biology at the senior high school level.		P		
71. That at least one biology elective be retained in the early grades of the high school.					

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
ADEQUACY OF CURRICULUM (Continued)					
	7. Oral French should be used as a means of enrichment for superior ability students in selected elementary schools.				N
	8. There should be fuller treatment of the significance of geography to the lives of people in Department of Education Bulletins.				N
	9. A Bulletin on Work Study Skills (including vocabulary development and listening) is needed.				N
	10. Bulletin 3 on handwriting needs revision.				N
	11. That a basic speech instruction program be provided for students of different cultural backgrounds.				N

Table 16 (Continued)

Royal Commission Recommendations	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
EFFICIENCY OF TEACHING AND PEDAGOGICAL PROCEDURES					
7. That Departmental examinations be maintained in all schools in Grade 9. 9. That the Departmental examinations be maintained at the Grade 12 level in all schools, and extended to all matriculation courses.	1. Grade 9 and 12 Departmental Examinations should be retained until a well-organized system of accreditation of schools is in place.	F			
17. That curriculum guides be revised to provide a clear statement of the content basic to each course, and to specify a source of this content together with minimum materials, equipment and facilities (including library).	2. The writing of curriculum guides requires improvement such that method and content are separated and that methods are not presented as prescriptive.		P		
	3. Frequent writing assignments, the, reading and criticism of student writing and the guidance of students toward improvement should be the prime activities of the English language teacher.				N
	4. The quality of French instruction is seen to be improved by recruiting native French speaking teachers, encouraging non-French language teachers to visit French language areas in Canada and Europe.				N

Table 16 (Continued).

Royal Commission Redommendations	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
EFFICIENCY OF TEACHING AND PEDAGOGICAL PROCEDURES (Continued)					
	5. Larger high schools should be provided with special classrooms for art, suitably equipped.				N
	6. To further the cause of art, the aesthetic quality of schools could be improved if a small percentage of the total costs of the building were devoted to murals and sculptures.				N
	7. That travelling art exhibits be established.				N
	8. Departmental assistance should be provided to school boards as a means to adequately supply basic instruments and equipment for new senior high school music programs.				N
	9. Various programs designed to review content and methodology should be continued.				N
See Recommendation 17.	10. The mathematics course outline needs revision to provide elementary teachers with more guidance regarding individual differences, manuals and workbooks, instructional materials, and test and evaluation procedures.		P		

Table 16 (Continued)

Royal Commission Recommendations	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
EFFICIENCY OF TEACHING AND PEDAGOGICAL PROCEDURES (Continued)					
52. That classes be held at a reasonable size as to give the teacher a realistic workload.	11. A reduction in the pupil:teacher ratio is supported in order to improve teaching efficiency.			G	
	12. Public education should be undertaken to acquaint parents with the objectives and nature of the language and reading programs in schools.				N
ORGANIZATION, ADMINISTRATION AND SUPERVISION OF INSTRUCTION					
	1. The advantages of the composite high school should be given careful consideration, recognizing the limitations of size and the need to meet the varying abilities and requirements of an increasing high school population.				N
	2. Streaming of superior ability high school students for the purposes of providing challenging programs in English, social studies, natural science, mathematics and foreign languages is possible and may be desirable.				N

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
ORGANIZATION, ADMINISTRATION AND SUPERVISION OF INSTRUCTION (Continued)					
	3. Streaming of students in English courses at the high school level would provide every student with adequate interest and challenge.				N
	4. Better guidance for senior high school mathematics students is seen as required so that courses suit student needs.				N
	5. The spiral curriculum approach to junior high school science (which has an annual cycle) is inadequate to meet the needs of students.				N
72. That the present two-year sequence of courses in French, Latin and German be abandoned and in its place a three-year sequence be provided for matriculation.	6. A sequential three-year program in French would permit students to achieve continental standards in the language.	F			
	7. The special needs of music programs in terms of options available and timetabling of courses need to be taken into consideration by high school administrators.				N

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendation	Reflection*			
		F	P	G	N
ORGANIZATION, ADMINISTRATION AND SUPERVISION OF INSTRUCTION (Continued)					
14. That a Bureau of Tests and Standards be created in the Department of Education to facilitate the development of standardized tests, to upgrade local testing programs, and to sample and maintain continuous records of achievement in crucial subject areas throughout the whole school system.	8. That, in various program areas, a program of student appraisal be developed and used at special intervals with large groups from various grade levels.	F			
	9. Kindergartens should be established.				N
	10. That a provincial art consultant and supervisors in larger school systems be appointed.				N
	11. That a provincial music consultant and supervisors of music in larger systems be appointed.				N

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
ADEQUACY OF TEXTBOOKS AND LIBRARY SERVICES					
	1. That the number of books available to students beyond the sixth grade be increased substantially in keeping with the need to provide better English usage experiences.				N
17. That curriculum guides be revised to provide a clear statement of the basic content to each course and to specify a source of this content together with minimum materials, equipment and facilities (including library).	2. Curriculum guides should suggest textbooks which contain the basic subject matter of courses.	F			
21. That one basic text (to be developed, if necessary) containing all prescribed content be authorized for each course.					
22. That the basic text be either authorized (i.e. required) or approved (i.e. selected from one or more alternatives, any of which meet equally well the requirements of the course).					
228. That a basic list of library books be devised to include all types desirable in a school.	3. Provision should be made, through a variety of reference and reading books, to meet individual differences in difficulty, interest and maturity.		P		

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
ADEQUACY OF TEXTBOOKS AND LIBRARY SERVICES (Continued)					
230. That the system of school grants be modified to provide incentive for the establishment and development of school libraries and the employment of professional librarians.	4. School grants should be provided for the building of school libraries.	F			
232. That both library renewal and maintenance grants be provided by the province.					
234. That the government investigate the advisability of asking the University to introduce library science courses for the training of teacher-librarians.	5. Teacher-librarian courses and training are to be encouraged upon the general establishment of school libraries.	F			
See Recommendation 228.	6. That the supply of free reading and reference materials (including periodicals) be increased.		P		
INTERPROVINCIAL STANDARDIZATION OF COURSES AND TEXTS					
	1. Interprovincial standardization of courses and texts is abhored.				N

Table 16 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
AIDS TO TEACHING					
241. That as part of the pre-service or undergraduate education of teachers, the Faculty of Education study the merits of offering an intense short course designed as an introduction to the proper use of audio-visual aids.	1. That there be a continuation of basic courses in audio-visual aids.	F			
240. That emphasis upon audio-visual aids in the in-service education of teachers be increased.	2. Competency in the use of audio-visual aids and materials is to be increased and improved at the local level.	F			
	3. Making more effective use of audio-visual aids in the instruction of the French language.				N

of continuous study would be equivalent to two years of regular study.

Regarding certification, the AFHSA was of the opinion that two classes of certificates were necessary: a permanent certificate and a temporary certificate. It was advocated that a permanent certificate might be granted upon completion of two years of study followed by two years of teaching experience. Then, in September 1960, the academic standard could be increased to three years to be raised again in September 1965 to four years. The temporary certificate could be offered to anyone having senior matriculation and one year of teacher training. These ideas were in part reflected in Recommendations #146, 147 and 148 which in essence called for the Bachelor of Education degree as a requirement for permanent certification of elementary and secondary teachers but provided for a transition plan for implementation of the recommended requirement in the following manner: between 1963 and 1967 the minimum academic training required of elementary teachers for certification would be two years while for secondary teachers the minimum would be three years; between 1968 and 1970 the minimum academic training required of elementary teachers would be raised to three years while the minimum for secondary teachers would be raised to the Bachelor of Education level; after 1971 all teachers would require the Bachelor of Education degree for certification. During the transition period provisional certificates valid for a three year period would be issued to be renewed for another three year period upon evidence that progress was being made toward the Bachelor of Education degree. The Commission did not make any recommendation which reflected the AFHSA call for no more six week trainees. However, Recommendation #151 calling for the granting of interim certificates to out-of-province teachers who already held permanent certificates at the level of new requirements appeared to be in line with the AFHSA recommendation that certification barriers between provinces be removed to facilitate interprovincial movement of teachers.

With regard to in-service education, Recommendation #142 of the Commission calling for the encouragement, provision, and expansion of in-service education as a means of orienting and improving professional teachers reflects the AFHSA view that in-service education may be a way of upgrading the qualifications of teachers. Likewise, with regard to the factors affecting the supply of teachers, Recommendation #137 calling for the improvement of working conditions so that benefits of professional preparation could be realized appeared to echo the AFHSA recommendation that the working and living conditions of teachers be made more tolerable. In part, Recommendation #138(c) calling for the development of a suitable public relations program to convey to potential teacher recruits the opportunities and rewards in teaching met the AFHSA call for examination of ways in which students might be encouraged to enter the profession. No Commission recommendation was found to correspond to the AFHSA call for increased isolation bonuses to entice teachers to rural areas.

Though Recommendations #168 and 169 did not specify the levels, they did call for a comprehensive system of scholarships, loans and grants for teacher education at the provincial level and that provincially assisted bursaries be sponsored locally, in part reflecting the AFHSA call for increases in bursary and loan levels. No recommendations were made calling for the remission of fees, a position adopted by the AFHSA.

In summary, the analysis revealed that one AFHSA recommendation with respect to entrance requirements to the Faculty of Education is fully reflected in Commission recommendations while the lone AFHSA recommendation with respect to facilities and programs is not addressed at all.

Of the four recommendations on certification and certification requirements made by the AFHSA, three were addressed in part by the Commission in its recommendations, while one recommendation was not addressed in any manner. The lone AFHSA recommendation on in-service education was addressed in part by a Commission recommendation.

The two AFHSA recommendations respecting recruitment and teacher supply were reflected in part in Commission recommendations while the lone AHFSA recommendation on the distribution of teachers was not addressed in any of the Commission's recommendations.

Of the two AFHSA recommendations regarding financial aid to teachers in training, one was addressed by Commission recommendations only partly while one was not addressed at all.

The manner in which the 12 AFHSA recommendations on the quality and supply of teachers were reflected in those made by the Commission is depicted in Table 17 on page 185.

The Alberta Teachers' Association

The Alberta Teachers' Association had ideas about the quality and supply of teachers which were similar to those of other groups. Upon examination, these were in great part reflected in the recommendations made by the Commission.

The ATA suggestion that there be more selective standards as these might relate to entrance requirements to teacher training can be seen in the Commission's Recommendation #134 which called for serious study to be given to the possibility of including non-academic factors

Table 17

Reflection of the Alberta Federation of Home and School Association Recommendations on Quality and Supply of Teachers in those made by the Alberta Royal Commission on Education

Royal Commission Recommendation	AFHSA Recommendations	Reflection* F	P	G	N
ENTRANCE REQUIREMENTS					
131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent, including the academic mathematics and science courses through the Grade 11 level.	1. Senior matriculation should be required of those entering education.	F			
FACILITIES AND PROGRAMS					
	1. There should be an opportunity for prospective students to attempt continuous 12-14 month studies representing two years of regular work.				N

*Reflection: F = Full; P = Part; G = General; N = Not at all.

Table 17 (Continued)

Royal Commission Recommendation	AFHSA Recommendations	Reflection*			
		F	P	G	N
CERTIFICATION AND CERTIFICATION REQUIREMENTS					
146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.	1. There should be two classes of certificate--a temporary license issued to those having senior matriculation and one year of training and a permanent certificate issued upon completion of two years of training and two years of experience.		P		
147. That the Department of Education develop a transition plan whereby Recommendation 146 may be implemented. It is further recommended: a) that all elementary teachers entering regular* service during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree, and all secondary teachers be required to have a minimum of three years. b) that all elementary teachers entering regular* service during the period 1968-70 inclusive be required to have a minimum of three years of education toward the B.Ed. degree, and all secondary teachers be required to hold the B.Ed. degree. c) that all elementary teachers entering regular* service in 1971 and thereafter be required to hold the B.Ed. degree.	2. The requirements for the permanent certificate would be increased to two years of training and two years of experience on September 1, 1960 and then increased to four years of training and two years of experience on September 1, 1965		P		

*This does not refer to internship

Table 17 (Continued)

Royal Commission Recommendation	AFHSA Recommendations	Reflection*			
		F	P	G	N
CERTIFICATION AND CERTIFICATION REQUIREMENTS (Continued)					
	3. Use of six week trainees in schools opposed.				N
151. That out of province teachers who already hold permanent certification at the level of the new requirements receive an interim certificate in Alberta, this certificate to be made permanent when performance is judged satisfactory.	4. Certification barriers between provinces to be removed to facilitate movement of teachers.		P		
IN-SERVICE EDUCATION					
142. That in-service education for teachers be encouraged, provided, and expanded along the lines suggested in this section (see Royal Commission Report, 1959:277-78).	1. In-service teacher education may be a way of upgrading the qualifications of teachers.		P		

Table 17 (Continued)

Royal Commission Recommendation	AFHSA Recommendations	Reflection*			
		F	P	G	N
RECRUITMENT AND TEACHER SUPPLY					
138. That a suitable public relations program be developed in order to: c) convey to potential recruits the opportunities and rewards in teaching.	1. Suggestion of ways that students might be encouraged to enter the teaching profession including: 1) having all capable students completing matriculation; 2) having expositions of teaching as a career at career nights; 3) publicity campaigns aimed at high school students; 4) making university training more easily accessible to all capable students; 5) having longer training periods; 6) recognizing superior teachers; 7) raising the salaries of teachers to the level of other well trained professionals, and 8) providing students interested in teaching the opportunity to observe teaching practices.		P		
137. That working conditions be so improved that the benefits of professional preparation can be fully realized, for example: a) a lower pupil-teacher ratio and a reasonable teaching load, b) non-professional assistance for routine duties, c) more clerical and stenographic help, d) non-professional supervision of cafeterias, study halls, etc.	2. Make working and living conditions more tolerable by providing increasingly attractive pensions and by providing more adequate supervision of all teaching activities to assist the teacher in doing a good job.		P		

Table 17 (Continued)

Royal Commission Recommendation	AFHSA Recommendation	Reflection* F	P	G	N
DISTRIBUTION OF TEACHERS					
	1. Increased isolation bonuses to be used to entice teachers to rural areas.				N
FINANCIAL AID TO TEACHERS IN TRAINING					
168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.	1. Bursaries and loans to be increased.		P		
169. That bursaries be sponsored locally, but assisted provincially as a means of meeting the teacher shortage.					
	2. Remission of fees.				N

such as character and personality in the selection process. Recommendations #131 and 136(b), suggesting that a complete Alberta matriculation or its equivalent including academic mathematics and science courses be required of all entrants to the Faculty of Education and suggesting that selection and screening continue throughout a candidate's career at university echo the ATA view that entrance requirements to the Faculty of Education be raised to parity with other faculties with continued selective procedures applied during an individual's academic career.

The Commission made no recommendations commending the University of Alberta for its attitudes toward expansion of staff and facilities of the Faculty of Education and toward the needs of the Faculty of Education nor did the Commission make any recommendations recognizing the staff and facilities needs of the Faculty of Education in Calgary as the ATA had done. The ATA endorsation of the Bachelor of Education degree as the basis for certification in Alberta however is fully reflected in Recommendation #146. Recommendation #120 calling for a decentralized system of vocational and trades programs to regional centres called Community Colleges was generally in keeping with the ATA call for the extension of facilities for higher education including Junior Colleges (here, Community Colleges and Junior Colleges are seen as equivalent).

Though the ATA views that certification standards for elementary and secondary school teachers ought to include a university degree and that two year teacher education as a minimum for permanent certification ought to be used as an intermediate working toward higher certification standards are reflected in Recommendations #146, 147 and 148 already detailed elsewhere, no Commission recommendations reflected the ATA calls for preparation rather than special certification as the basis of placement of teachers in specialized positions and for the withdrawal of special certificates.

No recommendations were made by the Commission that took into account the four ATA recommendations calling for an accurate determination of the drop-out rate among teachers in order that accurate future supply rates of teachers could be determined. To offset the shortage of competent teachers, the ATA suggested guidance, recruitment campaigns, scholarships and bursaries. Analysis of the Commission's recommendations revealed that while no specific recommendation was made regarding guidance, Recommendation #138(b) in part is in keeping with the suggested recruitment campaigns, while Recommendations #168 and 169 in part address the ATA concerns about scholarships and bursaries.

No Commission recommendations were found to correspond with the ATA views that high standards be used in staffing Alberta schools, that the relationship between length of training and teacher retention be studied, that the supply of high school graduates, supposedly for recruitment to teacher education, be increased and that the proportion of men in the teaching profession be increased. Likewise no Commission recommendations coincided with the ATA's calls for teacher salaries to be comparable to salaries in other professions, for continuous contracts for teachers, principals and vice-principals, and for means by which these contracts could be terminated by the parties involved in such contracts. Recommendation #167 calling for a revision of provisions and practices related to pensions and other benefits was generally related to the ATA call that school boards should contributed to the pensions and health benefits of teachers.

Examination of the ATA recommendations with respect to distribution of teachers revealed that while no Commission recommendations specifically addressed the ATA concern that teachers must have the freedom to choose among teaching positions, Recommendation #172 detailed elsewhere, was found to be generally related to the ATA call for teacher salaries to be determined by qualification and experience with isolation bonuses paid in remote locations. ATA suggestions that school boards should examine working conditions and ways of making them more attractive to teachers was fully reflected in Recommendation #137.

All three ATA recommendations on entrance requirements were fully reflected in Commission recommendations. Of the five made with respect to programs and facilities only one was fully reflected in Commission recommendations, one was generally reflected, and three were not reflected at all.

Two of the ATA recommendations on certification were also not reflected in Commission recommendations. One recommendation was fully reflected in those of the Commission and one was generally reflected.

Only two of the 16 ATA recommendations on the recruitment and supply of teachers were fully reflected in the recommendations of the Commission while one was generally accommodated. Thirteen recommendations were not reflected in any of the Commission work.

One of the three ATA recommendations respecting distribution of teachers was fully reflected in the recommendations of the Commission, another was generally reflected, and one was not reflected at all. Table 18 on page 193 depicts the manner in which ATA recommendations on the quality and supply of teachers are reflected in those of the Commission.

Table 18

Reflection of The Alberta Teachers' Association Recommendations on the Quality and Supply of Teachers in Those of the Alberta Royal Commission on Education

Royal Commission Recommendation	ATA Recommendations	Reflection* F	P	G	N
ENTRANCE REQUIREMENTS					
131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent, including the academic mathematics and science courses through the Grade 11 level.	1. The entrance requirements to the Bachelor of Education degree program should be maintained on a parity with those required in other faculties of the University of Alberta.	F			
See Recommendation 131 (above)	2. The entrance requirements to the Junior Elementary program should be raised immediately to the matriculation level making admission requirements to the Junior Elementary and the Bachelor of Education programs the same.	F			
134. That serious study be given to the possibility of including non-academic factors (such a character, personality, health) in the process of selection. 136. That major authority and responsibility for selection and screening be vested in the Faculty of Education. It is further recommended:	3. A continual selection and guidance procedure should be adopted prior to and during the teacher education program of candidates for certification, with consideration being given to some or all of the following devises in addition to academic standing: estimates of moral and emotional stability, a health examination, a speech test, principal or				

*Reflection: F = Full; P = Partly; G = Generally; N = Not at all.

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection*			
		F	P	G	N
ENTRANCE REQUIREMENTS (Continued)					
136. (Continued) a) that field personnel and interview teams from the Faculty operate to increase the effectiveness of selection, b) that selection and screening continue throughout the candidate's course at the university, c) that notwithstanding anything said heretofore, criteria and procedures be evolved appropriate to all the foregoing and that these criteria and procedures be public information.	3. (Continued) counsellor personal-inventory, the results of an interview by a board which should include a competent teacher, and performance in student teaching.	F			
PROGRAMS AND FACILITIES					
	1. That the Commission recognize and commend the willingness of the University of Alberta to expand staff, facilities and space of the Faculty of Education.				N
	2. That the University of Alberta continue to provide sympathetic and prompt action with respect to the needs of the Faculty of Education.				N

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection*			
		F	P	G	N
PROGRAMS AND FACILITIES (Continued)					
	3. That the growing needs of the Faculty of Education in Calgary with respect to staff, buildings and equipment should be recognized.				N
146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.	4. Endorses the four year Bachelor of Education program as the most desirable form of teacher education and that as soon as possible degree programs be established as the sole basis of teacher education and certification in Alberta.	F			
120. That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centres to be known as Community Colleges.	5. That the facilities for higher education, including Junior Colleges, should be extended.			G	

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection* F	 P	 G	 N
CERTIFICATION AND CERTIFICATION REQUIREMENTS					
146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.	1. That the Province of Alberta should move toward a basic four year period which includes a college or university degree, for initial general certification of teachers for the elementary and secondary schools of Alberta.	F			
147. That the Department of Education develop a transition plan whereby Recommendation 146 may be implemented. It is further recommended: a) that all elementary teachers entering regular* service during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree, and all secondary teachers be required to have a minimum of three years. b) that all elementary teachers entering regular* service during the period 1968-70 inclusive be required to have a minimum of three years of education toward the B.Ed. degree, and all secondary teachers be required to hold the B.Ed. degree.	2. As an intermediate step between certification as in 1958 and the requirement of a basic four year period of teacher education, the Province of Alberta should return to two years of teacher education as a minimum for permanent certification.			G	

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection* F	P	G	N
CERTIFICATION AND CERTIFICATION REQUIREMENTS					
147. (Continued) c) that all elementary teachers entering regular* service in 1971 and thereafter be required to hold the B.Ed. degree. *This does not refer to internship.	2. (Continued)				
148. That teachers commencing service under the transition plan, Recommendation 147, be awarded provisional certificates valid for a period of three years, and subject to re-validation for successive periods of three years upon receipt of evidence that the holders have made further progress toward the B.Ed. degree.					
	3. General certification should be basic to teaching in elementary and secondary schools, and placement of teachers in specialized positions should be governed by nature of preparation rather than by special certificate.				N
	4. Special certificates should be withdrawn in favour of a general teaching certificate as recommended in (1) above.				N

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection*			
		F	P	G	N
RECRUITMENT AND SUPPLY OF TEACHERS					
	1. A continuing study of the drop-out rate for the teaching profession in Alberta should be made.				N
	2. Periodic estimates of the need for teachers to staff Alberta's schools should be made.				N
	3. Data should be gathered and reported in such a way that the number of years of teacher education of persons staffing Alberta's schools is shown.				N
	4. Periodic calculation of present and estimates of future sources of supply of teachers should be made.				N
	5. The high standards approach should be adopted by all the responsible authorities as policy with respect to staffing Alberta's schools.				N
	6. A continuing study of the relationship between the length of training and retention of teachers should be made.				N

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection* F	P	G	N
RECRUITMENT AND SUPPLY OF TEACHERS (Continued)					
	7. The school systems of the province should endeavour to increase the supply of high school graduates through guidance services, through remedial action based on drop-out studies and through a wide and varied high school curriculum.				N
	8. Efforts should be made to increase the proportion of men entering the teaching profession.				N
138. That a suitable public relations program be developed in order to: c) convey to potential recruits the opportunities and rewards of teaching.	9. Information about teaching as a career should be readily available for any interested young person.	F			
168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.	10. Policy on scholarships and bursaries should be adopted to encourage candidates to take four years of teachers education.	F			
169. That bursaries be sponsored locally, but assisted provincially, as a means of meeting the teacher shortage.					

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection* F	P	G	N
RECRUITMENT AND SUPPLY OF TEACHERS (Continued)					
	11. Salaries should be made comparable to those of other professionals with similar training, especially maximum salaries.				N
	12. Teachers, principals and vice-principals should have continuous contracts.				N
	13. School boards should have the right to terminate contracts with teachers, principals, or vice-principals giving 30 days notice at any time during the year except July and August to be subject to appeal to a Board of Reference.				N
	14. Teachers, principals or vice-principals should have the right to resign a) giving 30 days notice between June 1 and July 31, to take effect in July or August; b) giving 30 days notice at any other time, such notice subject to appeal to a Board of Reference by the school board.				N

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection* F	P	G	N
RECRUITMENT AND SUPPLY OF TEACHERS (Continued)					
	15. All proposed transfers of teachers not mutually agreed upon should be subject to appeal to a committee of school board, local teachers' association, or to a neutral body where evidence is given under oath and subject to cross-examination.				N
167. That pensions and other benefits be reviewed and improved in both provisions and practices.	16. School boards should contribute to pension and health benefits for their teachers.			G	
DISTRIBUTION OF TEACHERS					
	1. Teachers must have freedom of choice of urban-rural location and grade level in Alberta school systems.				N
172. That within the total grants structure a system of special equalization grants toward instructional costs be adopted to safe-guard the abilities of school boards to pay adequate salaries.	2. Salaries of teachers should be determined by qualification and experience, however, isolation bonuses might be paid teachers in remote locations.			G	

Table 18 (Continued)

Royal Commission Recommendation	ATA Recommendations	Reflection*			
		F	P	G	N
DISTRIBUTION OF TEACHERS (Continued)					
137. That working conditions be so improved that the benefits of professional preparation can be fully realized: for example, a) a lower pupil-teacher ratio, and a reasonable teaching load, b) non-professional assistance for routine duties, c) more clerical and stenographic help, d) non-professional supervision of cafeterias, study halls, etc.	3. In areas and at grade levels where school boards are experiencing difficulty in staffing Alberta schools, boards should examine conditions of work to make them more attractive to teachers.	F			

The Alberta School Trustees' Association

The spirit of the Alberta School Trustees' Association recommendation that there be a gradual stiffening of entrance requirements to the Faculty of Education is captured in the Commission's Recommendations #131 to 136 which also spell out a method of screening admission seekers, another concern of the ASTA. With regard to permanent certification, Recommendation #147(a) calling for the issuance of a permanent certificate upon completion of two years of teacher training and two years of classroom experience differs from that made by the ASTA in that such certification was to be limited to elementary teachers and was the initial stage of bringing the Bachelor of Education degree to prominence as the minimum requirement for permanent certification. The fact that Recommendation #147 did spell out a timetable for bringing this upgrading of certification standards indicates that the ASTA opposition to such a plan had not registered with Commission members.

The Commission, through Recommendations #142 and 143, elaborated upon its conception of the utility of in-service education, a form of education the ASTA supported. An analysis reveals that Recommendation #172 calling for equalization grants came closest to the ASTA suggestion that use of a bonus or other form of compensation to retain and attract teachers to rural areas. No recommendations were made by the Commission calling for a review of teacher training programs and for an increase in teacher training facilities.

Both of the ASTA recommendations on entrance requirements were fully addressed in those made by the Commission, while both ASTA recommendations regarding programs and facilities were not reflected at all.

One of the two ASTA recommendations on certification and certification requirements was only partly accommodated in Commission recommendations and the other was not reflected at all. The ASTA recommendation on in-service education was fully reflected in the recommendations and the one ASTA recommendation on teacher distribution was only generally reflected.

Table 19 on page 205 illustrates the ways in which the ASTA recommendations on the quality and supply of teachers were reflected in the recommendations made by the Commission.

The Farmers' Union of Alberta

Of the four recommendations made by the FUA regarding the quality and supply of teachers, only one, the call for the utilization of bursaries to induce entrance to the teaching profession, was reflected in Commission recommendations. Recommendations #168 and 169 addressed the manner in which such bursaries could be set up. The FUA recommendation on the utilization of isolation bonuses is generally reflected in Recommendation #172 calling for a grant structure to enhance school board ability to pay adequate salaries. As for the FUA recommendations on a provincial salary schedule and more research into the problem of teacher supply and ways of meeting demand, no recommendations of the Commission corresponding to them could be found.

Of the three FUA recommendations related to the recruitment and supply of teachers, one was fully reflected in the recommendations of the Commission, one was generally reflected in Commission recommendations and one was not reflected at all. The one FUA recommendation on the distribution of teachers also was not reflected in Commission recommendations.

Table 19

Reflection of the Alberta School Trustees' Association Recommendations on the Quality and Supply of Teachers in those of the Alberta Royal Commission on Education

Royal Commission Recommendation	ASTA Recommendations	Reflection*			
		F	P	G	N
ENTRANCE REQUIREMENTS					
131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent, including the academic mathematics and science courses through the Grade 11 level.	1. A program of gradual stiffening of entrance requirements.	F			
132. That there be continued flexibility in the details of matriculation (the present B.Ed. requirements, for example, permitting some choice among high school courses).					
133. That proficiency in both oral and written English be stressed in teacher selection and in teacher education.					
134. That serious study be given to the possibility of including non-academic factors such as character, personality and health in the process of selection.	2. A more careful screening of students seeking admission to the Faculty of Education.	F			
135. That studies of the relationship between high school achievement and university success (such as the Alberta Matriculation Study) be continued and intensified					

*Reflection: F = Full; P = Partly; G = Generally; N = Not at all.

Table 19 (Continued)

Royal Commission Recommendation	ASTA Recommendations	Reflection*			
		F	P	G	N
ENTRANCE REQUIREMENTS (Continued)					
136. That major authority and responsibility for selection and screening be vested in the Faculty of Education. It is further recommended: a) that field personnel and interview teams from the Faculty operate to increase the effectiveness of selection. b) that selection and screening continue throughout the candidate's course at the university. c) that notwithstanding anything said heretofore, criteria and procedures be evolved appropriate to all the foregoing and that these criteria and procedures be public information.	2. (Continued)				
PROGRAMS AND FACILITIES					
	1. A careful review of the teacher training programs to ensure that they are adjusted to the needs and expectations of teachers in the classroom.				N

Table 19 (Continued)

Royal Commission Recommendation	ASTA Recommendations	Reflection*			
		F	P	G	N
PROGRAMS AND FACILITIES (Continued)					
	2. That serious consideration be given to the matter of increased teacher education and training facilities at the University of Alberta.				N
CERTIFICATION AND CERTIFICATION REQUIREMENTS					
147. That the Department of Education develop a transition plan whereby Recommendation 146 may be implemented. It is further recommended: a) that all elementary teachers entering regular service during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree, and all secondary teachers be required to have a minimum of three years.	1. Permanent certification only after two years of education and training and two years of successful teaching experience.		P		
	2. The Alberta School Trustees' Association does not support any plan which stipulates that all teachers must have a degree before certification and with definite fixed dates for implementation of such a regulation.				N

Table 19 (Continued)

Royal Commission Recommendation	ASTA Recommendations	Reflection*			
		F	P	G	N
IN-SERVICE EDUCATION					
142. That in-service education for teachers be encouraged, provided and expanded along the lines suggested in this section (see Royal Commission Report, 1959:277-78).	1. That consideration be given to increased in-service training.	F			
143. That such programs be operated locally within each school system.					
DISTRIBUTION OF TEACHERS					
172. That within the total grants structure a system of special equalization grants toward instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries.	1. That where necessary, provision be made to supply qualified teachers to schools in rural areas, possibly by payment of a bonus or other form of extra compensation.			G	

Table 20 on page 210 illustrates the manner in which the FUA recommendations were accommodated in those of the Commission.

The Faculty of Education

On the issue of quality and supply of teachers, the Faculty of Education had a number of recommendations which were reflected in the recommendations of the Commission. Formulation of selection procedures to govern admissions is reflected in part in Recommendation #136 which indicated that major authority and responsibility for selection and screening should reside in the Faculty of Education. That matriculation should be used as a standard entrance requirement to all teacher education programs is echoed in Recommendation #131, fully described elsewhere.

The Faculty of Education recommendation that there be issued a general certificate basic to teaching after four years of academic training is met in part by Recommendation #146 which called for the Bachelor of Education degree (four years of teacher training) as a minimum for the issuance of a permanent certificate. However, the Faculty view that the permanent certificate be revived to be issued upon completion of two years of teacher training beyond senior matriculation is partly reflected in Recommendation #147 in which the Commission outlined a plan whereby the existing certification standard could be raised to that outlined in Recommendation #146. In Recommendation #147 the permanent certificate issued after two years of teacher training is seen as the initial stage in the increase in certification standards and then only limited to elementary teachers.

That radio, television and similar means of improving teacher

Table 20

Reflection of the Farmers' Union of Alberta Recommendations on Quality and Supply of Teachers in those of the Alberta Royal Commission on Education

Royal Commission Recommendation	FUA Recommendations	Reflection*			
		F	P	G	N
RECRUITMENT AND SUPPLY OF TEACHERS					
168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level. 169. That bursaries be sponsored locally but assisted provincially as a means of meeting the teacher shortage.	1. The present bursaries provided for teacher training should be increased. In some cases additional assistance in the form of bursaries or loans may be advisable.	F			
	2. That funds be made available for research into the problem of providing an adequate number of qualified teachers.				N
172. That within the total grant structure a system of special equalization grants toward instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries.	3. Isolation bonuses for teachers in rural schools should be substantial to attract the better qualified teacher.			G	
DISTRIBUTION OF TEACHERS					
	1. A provincial salary schedule for teachers.				N

*Reflection: F = Full; P = Partly; G = Generally; N = Not at all.

education be given further study was not attended to by the Commission in its recommendations. Recommendation #140 elaborated further upon the notion of increased student teaching time and an internship, a notion which the Faculty of Education suggested needed more study. Recommendation #141 encouraging continuing education through a variety of means generally encompasses the Faculty of Education's suggestion that summer session and evening credit programs offered by the university be studied and made viable.

Bursaries as an incentive to potential applicants entering the Bachelor of Education program, an idea also entertained by the Faculty of Education of Education, were elaborated upon in Recommendation #169.

No Commission recommendations were found to reflect the Faculty's views that special education teachers need be prepared and that provincial superintendents be encouraged to participate in the graduate program of the Faculty of Education.

The call for moral and financial support from business and industry to have schools benefit from graduate study programs was partly reflected in Recommendation #168 which envisioned a comprehensive system of scholarships, loans and grants carefully planned and instituted at the provincial level.

Both of the two recommendations made by the Faculty of Education regarding entrance requirements are reflected in the recommendations of the Commission; one is fully reflected, one is partly reflected.

All three of the Faculty of Education recommendations regarding certification and certification requirements are reflected in the recommendations of the Commission; one is fully reflected and two are partly reflected.

Of the three recommendations on programs and facilities made by the Faculty of Education, one is fully reflected, one is generally reflected, and one is reflected not at all in the Commission's recommendations.

No Commission recommendations were found to reflect two of three recommendations made by the Faculty of Education on the recruitment and supply of teachers. One of the three recommendations is only partly reflected in those of the Commission.

No Commission recommendations were found to reflect the one Faculty of Education recommendation dealing with financial aid to teachers in training.

Table 21 on page 213 depicts the ways in which the Faculty of Education recommendations dealing generally with quality and supply of teachers are reflected in the recommendations of the Commission.

SUMMARY

An attempt was made in this chapter to outline the outcomes and consequences of the inputs made by selected interest groups and of the Alberta Royal Commission on Education.

In the first part of the chapter, the recommendations of the selected interest groups on the selected issues of curriculum and the quality and supply of teachers were described. The descriptions indicated that with respect to the issue of curriculum, the Alberta Federation of Home and School Associations made 19 recommendations, The Alberta Teachers' Association made 27, the Alberta School Trustees' Association offered seven, the Farmers' Union of Alberta formulated 11, and the

Table 21

Reflection of the Faculty of Education Recommendations on Quality and Supply of Teachers in those of the Alberta Royal Commission on Education

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
ENTRANCE REQUIREMENTS					
136. That major authority and responsibility for selection and screening be vested in the Faculty of Education. It is further recommended: c) that notwithstanding anything said heretofore, criteria and procedures be evolved appropriate to all of the foregoing, and that these criteria and procedures be public information.	1. That a study should be made of procedures governing selection of candidates applying for admission to the Faculty of Education.		P		
131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent, including the academic mathematics and science courses through the Grade 11 level.	2. That admission requirements to the one year teacher education program be raised immediately to the matriculation requirements for admission to the Bachelor of Education program.	F			

*Reflection: F = Full; P = Partly; G = Generally; N = Not at all.

Table 21 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
CERTIFICATION AND CERTIFICATION REQUIREMENTS					
146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.	1. That general certification be considered as basic to teaching in Alberta elementary and secondary schools.		P		
See Recommendation 146 above.	2. That a basic four year program of preparation (including a university degree) be established as quickly as possible as the requirement for initial general certification (the Professional Certificate) of teachers for the elementary and secondary schools of Alberta.	F			
147. That the Department of Education develop a transition plan whereby Recommendation 146 may be implemented. It is further recommended: a) that all elementary teachers entering regular service during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree and all secondary teachers be required to have a minimum of three years.	3. That as an intermediate step toward this goal, two years of teacher education beyond matriculation be established immediately as the minimum basis for permanent certification.		P		

Table 21 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
PROGRAMS AND FACILITIES	1. That radio, television and similar means of improving teacher education be given further study.				N
140. a) that the minimum requirements for all teachers be four years of university work, including a degree. b) that during the first two years but not within the university term the candidate must complete 3 months of practice teaching. c) that on completion of two years of training the candidate may serve an internship of one year, after which he will be required to return to continue his university course, in which regard at least one full academic year intramurally must be required. d) that a prescribed program of supervision and guidance be organized by the Faculty of Education, Department of Education, teachers' and trustees' associations with regard to interns and all teachers entering service for the first time. e) that during the year of internship candidates be placed on salary at the lowest level of the current salary schedule.	2. That the possibility of increasing the time devoted to student teaching, of improving opportunities for students to observe master teachers, and of providing an internship program be studied.	F			

Table 21 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection* F	P	G	N
PROGRAMS AND FACILITIES (Continued)					
141. That continuing education be encouraged by such means as the following: leave of absence, with pay, for study or travel; provision of refresher courses; provision of research facilities; development of education clinics; development of professional and public libraries.	3. That the summer session and evening credit programs offered by the university be studied, including staff, honoraria and the like.			G	
RECRUITMENT AND SUPPLY OF TEACHERS					
	1. That as necessity creates demands, provision should be made in the Faculty of Education for the preparation of teachers in special education such as: education for the gifted, the physically and mentally handicapped, the preschool child and the like.				N

Table 21 (Continued)

Royal Commission Recommendation	Faculty of Education Recommendations	Reflection*			
		F	P	G	N
RECRUITMENT AND SUPPLY OF TEACHERS (Continued)					
169. That bursaries be sponsored locally, but assisted provincially, as a means of meeting the teacher shortage.	2. That bursary provisions be adjusted as follows: a) at a higher rate for students in the B.Ed. degree program than for those entering the one-year program; b) on a parity as between the elementary and secondary route programs; and c) extended to all four years of the B.Ed. program.		P		
	3. That provincial superintendents be encouraged by the Department of Education to participate in the graduate program of the Faculty of Education so that the schools of Alberta may benefit more fully from the values of this program.				N
FINANCIAL AID TO TEACHERS IN TRAINING					
168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.	1. That more financial support from business and industry is necessary for the graduate program in the form of grants, scholarships, research fellowships, and the like.		P		

Faculty of Education made 44. With respect to the issue of the quality and supply of teachers, the Alberta Federation of Home and School Associations presented 12 recommendations, while The Alberta Teachers' Association offered 31, the Alberta School Trustees' Association formulated eight, the Farmers' Union of Alberta made four, and the Faculty of Education offered 12.

In the second part of the chapter, the emergence of the minority report was described. One Commission member, feeling that his principles were being compromised by the approach taken by the Commission in the manner of summarizing its findings, chose to voice his dissent. Complying with the procedures he helped set up for such an occasion earlier in the term of the Commission, the dissenting Commission member wrote and submitted his minority report. Unable to accommodate the dissenting views, and unwilling to take more time to reach consensus, the majority Commission members authorized resources to have the minority report included in the printed document which was submitted to the Lieutenant Governor in Council.

Analysis of the last part of the chapter revealed the extent to which the recommendations of the selected interest groups were reflected in the recommendations of the Commission. It was determined that with respect to the issue of curriculum the groups varied in the numbers of their recommendations which were reflected in whole, in part, in general, and not at all. Four of the five groups, the AFHSA, the ATA, the ASTA and the FUA, making recommendations on the adequacy of curriculum managed to have one reflected in full in the Commission recommendations. One group, the Faculty of Education, managed to have two of its recommendations fully reflected in those of the Commission. Two groups, the FUA and the Faculty of Education, had two of their recommendations on curriculum adequacy reflected in part in those of the Commission. One other group, the ATA, had a recommendation on curriculum adequacy partly reflected in those of the Commission. Two groups, the AFHSA and the ASTA, did not have any partly reflected.

Of the four groups making recommendations regarding efficiency of teaching and pedagogical procedures, one group, the Faculty of Education, had one recommendation fully reflected, two groups, the Faculty of Education and the FUA, had two of their recommendations partly reflected, two groups, the AFHSA and the Faculty of Education, each had one recommendation generally reflected. One group, the ATA, did not have any of its recommendations reflected in those of the Commission.

Four groups made recommendations on the organization, administration and supervision of instruction. One group, the Faculty of Education, had two of its recommendations reflected in full in those of the Commission. Two groups, the AFHSA and the ASTA, each had one recommendation reflected in full in Commission recommendations. Three groups, the AFHSA, the ASTA and the ATA, each had one recommendation partly reflected in those of the Commission.

On the adequacy of textbooks and library services, the Faculty of Education was the only group to have three recommendations fully reflected in those of the Commission. The groups having recommendations partly reflected included the ATA with three, the ASTA with one, and the Faculty of Education with two. The ATA had one of its recommendations generally reflected as did the AFHSA. The FUA did not have its recommendations on the adequacy of textbooks and library services reflected at all.

Recommendations on interprovincial standardization of courses and textbooks made by only four of the five groups were not reflected in Commission recommendations.

With regard to aids to teaching two groups, the ATA and the Faculty of Education each had two recommendations fully reflected in Commission recommendations; the AFHSA had one of its recommendations fully reflected. The ASTA had one of its recommendations partly reflected in those of the Commission. The FUA did not make any recommendations on these matters.

The manner in which group recommendations on the issue of quality and supply of teachers were reflected in those of the Commission varied as well. Two of the groups, the AFHSA and the Faculty of Education each had one of their recommendations on entrance requirements reflected fully in the Commission recommendations; the ASTA had both of its recommendations fully reflected, while the ATA had all three of its recommendations fully reflected. The Faculty of Education had one of its recommendations partly reflected. The FUA did not make any regarding entrance requirements.

With respect to programs and facilities, the ATA and the Faculty of Education each had a recommendation reflected fully in the recommendations of the Commission. The Faculty of Education had a recommendation which was partly reflected while the ATA had one which was generally reflected in Commission recommendations. While the AFHSA and the ASTA made recommendations regarding programs and facilities none were accommodated in those of the Commission.

The groups having recommendations on certification and certification requirements fully reflected in those made by the Commission include the ATA with one and the Faculty of Education with one. Those groups having recommendations partly reflected include the AFHSA with three, the ASTA with one, and the Faculty of Education with one. The ATA had one recommendation generally reflected in those of the Commission.

Only the AFHSA and the ASTA made recommendations regarding in-service education; the AFHSA recommendation was partly reflected and the ASTA recommendation was fully reflected in Commission recommendations.

Regarding recruitment and supply of teachers, all groups except the ASTA made recommendations. Groups having their recommendations fully reflected in those of the Commission include the ATA with two and the FUA with one. Groups having recommendations partly reflected include the AFHSA with both its recommendations, and the Faculty of Education with one. The groups having their recommendations generally addressed in those of the Commission include the ATA with one and the FUA with one.

Only the Faculty of Education made no recommendations on the distribution of teachers and only the ATA had one of its recommendations fully reflected in those of the Commission. The ASTA and the ATA each had one which was generally addressed. The AFHSA and the FUA were not successful with any of their recommendations.

Only the AFHSA and the Faculty of Education made recommendations regarding financial aid to teachers in training and one made by the AFHSA was partly reflected in the recommendations of the Commission.

The description of the manner in which interest group recommendations on curriculum and on quality and supply of teachers were reflected in those of the Commission illustrated which interest group recommendations were reflected in full, in part, in general, or not at all. From the descriptions, the success of each of the selected groups can be traced and summarized.

With regard to curriculum, the following success patterns emerged: 1) of the 19 recommendations the AFHSA made relative to curriculum, three were fully reflected, two were partly reflected, two were generally reflected, and 12 were not reflected at all in Commission recommendations; 2) the 27 ATA recommendations were reflected in Commission recommendations in the following way--three were fully reflected, five were partly reflected, one was generally reflected and 18 were not reflected at all; 3) Commission recommendations were found to reflect two ASTA recommendations fully, to reflect two ASTA recommendations partly, to reflect not at all the remaining three of the seven ASTA recommendations; 4) one of the 11 FUA recommendations was fully reflected in Commission recommendations, four were partly reflected, and the remainder, six, were not reflected at all; and 5) of the Faculty of Education's 44 recommendations on curriculum, 10 were fully reflected in Commission recommendations, six were partly reflected, one was generally reflected and 27 were not reflected at all.

With regard to quality and supply of teachers, the following success patterns can be identified: 1) one of the AFHSA's 12 recommendations was fully reflected in those made by the Commission, seven were partly reflected and four were not reflected at all; 2) of the 31 ATA recommendations, eight were fully reflected, four were generally reflected and 19 were not reflected at all in Commission recommendations; 3) the eight ASTA recommendations were reflected thusly--three were reflected fully, one was partly reflected, one was generally reflected, and three were not reflected at all; 4) Commission recommendations were found to reflect one of the four FUA recommendations fully, to reflect one generally, and to reflect two not at all; and 5) of the 12 Faculty of Education recommendations, three were fully reflected in Commission recommendations, five were partly reflected, one was generally reflected and three were not reflected at all.

With regard to curriculum, all groups had great proportions of their recommendations not reflected in those of the Commission. With respect to quality and supply of teachers, the ASTA had the greatest portion of its recommendations reflected in part in Commission recommendations. Though the ASTA had its largest proportion of recommendations reflected in full, an equally large proportion was not reflected at all. The ATA had the largest proportion of its recommendations not reflected at all.

FOOTNOTES

1. Mr. Cormack made his motion during a five day meeting of Commissioners held June 15-19, 1958. The original motion read:

    a) That within one week of receipt of a complete report draft by each Commissioner, points of dissent must be registered at the office of the Commission by each Commissioner, failing which Commissioners relinquish their right to present a minority report.

    b) That as soon as possible after the expiration of the week provided for the registering of dissent, a meeting of the Commission shall be held to resolve apparent differences of opinion, after which meeting, within two weeks, the minority and majority reports shall be in the hands of the Secretary of the Commission.

    The second part of the motion was amended at the July 4, 1958 meeting of Commissioners on a motion by Mrs. Hansen, seconded by Mrs. Taylor, to read:

    b) That as soon as possible after expiration of the week provided for the registering of dissent, a meeting of the Commission shall be held to resolve apparent differences of opinion, after which meeting, within two weeks, the minority reports shall be in the hands of all Commissioners. Within one week following receipt of the minority reports the Commissioners shall meet to finalize the report of the Commission.

2. Based on an interview with Mr. J. Cormack, 1978 06 24.

3. The minutes of the 1959 09 30-1959 10 01 Commission meeting reveal that Commissioners agreed that minority reports be submitted to the Chairman not later than 1959 11 05 and, if possible within one week for discussion of points of issue.

    Mr. Cormack's letter of 1959 10 21 was read at the Commission meeting of 1959 10 23-28 registering dissent. Mr. Cormack met with Commission members on 1959 10 24 but no agreement was reached. He agreed to submit the minority report on Saturday 1959 10 31.

4. The motion authorizing monies was passed at the 1959 11 01 meeting of Commissioners on a motion by Mrs. Hansen, seconded by Mrs. Taylor.

5. Interview with Dr. S.C.T. Clarke, 1978 08 24.

6. Interview with Dr. W. Swift, 1978 06 16.

7. Interview with Dr. S.C.T. Clarke, 1978 08 24.

CHAPTER VII

SUMMARY, CONCLUSIONS, AND IMPLICATIONS

A summary of the problems investigated in this study, the theoretical basis for this study, the methodology used, and the findings that arose from the study are presented in this chapter. The findings are discussed in three sections; each section corresponds to a portion of the framework used in the study. Following discussion of the findings are some general conclusions which precede the implications for policy-making in educational administration and for research in the final section.

SUMMARY OF THE STUDY

This study was designed to describe the manner in which the recommendations of interest groups are reflected in the policy formulations suggested by a royal commission. The investigation was to provide an understanding of the relationship between the recommendations made by interest groups and the report of the Alberta Royal Commission on Education and to provide some insight into the effect that interest groups have upon direction of policy in the system of education.

The basic theoretical framework on which this study relied is derived from the work of Simeon. In essence, the framework may be expressed somewhat as follows: there is a set of participants or actors who interact in policy-making; they operate within a particular social and institutional environment; they agree on some goals but disagree on others; they have an issue or set of issues which they must resolve; one group does not have hierarchical control over the others; they vary in their political resources, they use these resources in certain strategies and tactics; they arrive at outcomes; and these outcomes have consequences for themselves, other groups, and the system itself.

To focus upon the inputs of selected interest groups relative to selected issues as presented to the Cameron Commission, and to compare these with the recommended policy positions of the Cameron Commission, the case study method was applied to the extraction of data from interviews and from a variety of documentary sources. The framework, adapted from Simeon's work, was used to organize the data.

Most of the data were extracted from the briefs submitted to the Cameron Commission, especially the briefs of the selected interest groups: the Alberta Federation of Home and School Associations, The Alberta Teachers' Association, the Alberta School Trustees' Association, the Farmers' Union of Alberta, and the Faculty of Education. A sixth group, the Department of Education, was able to have its brief spared the scrutiny of the Commission. Interviews were conducted to gain data from Commission members and from the key actors associated with the selected interest groups. Analytically, the study provided a description of the degree to which the recommendations of selected interest groups are reflected in the recommendations of a select royal commission.

Summary of the Findings Related to Environment, Actors and Issues

Examination of the social, economic, cultural, and political aspects of the environmental context of the Alberta Royal Commission on Education revealed that the unexpected prosperity following World War Two dispersed fears of predicted social and economic chaos and encouraged a culturally and ethnically diverse population in the province to take issue with the integrity of an educational system which had changed considerably since 1935. The government of the day which had been in power since 1935 established the royal commission to survey the system in general terms and to provide some directions and indicators for the future; in a phrase, to recommend policy.

Among the key actors identified through the study were the Commission members themselves as well as the support staff facilitating the work of the Commission. Also identified were some of the actors associated with selected interest groups.

An analysis of the major issues investigated by the Commission, and the interest in those areas of the selected interest groups revealed some commonality of interest among them as five of the six selected groups had chosen to address at least seven of the areas identified in the Commission's terms of reference. One group addressed only one issue.

Summary of the Findings Related to Procedures, Goals, Resources and Tactics

Upon appointment the Commission undertook to survey the work ahead, to plan it and to apportion it, to agree upon the procedures to be used in hearing the public, and to set in motion the means to assemble the necessary resources to implement the plans and procedures. Quarters to house the Commission were sought, a call for briefs was made, and a schedule of hearings was drawn up.

From the description of the manner in which the selected groups prepared for the hearings it was observed that two groups, the Farmer's Union of Alberta and the Alberta School Trustees' Association, utilized a committee approach to the preparation of their briefs. One group, The Alberta Teachers' Association, engaged the knowledgeable manpower of another group, the Faculty of Education, to develop the content of its brief. One group, the Faculty of Education, provided assistance to the ATA by turning faculty members to the task of developing material for the brief, and by seconding a faculty member for the task of editing the the material so that a comprehensible brief might emerge. The Faculty of Education then proceeded to develop its own brief. One group, the Department of Education, expressed reluctance at participating in the preparation of a brief. All groups laboured under a short timetable.

While the interest groups prepared their briefs, the Commission members prepared themselves for the hearings by studying all aspects of the terms of reference of the Commission. To confirm public observations regarding the educational system, a team of researchers were brought on staff to conduct such studies as the Commission saw fit. Stenographic staff was assembled along with the means for records of hearings and duplicates of submissions to be produced, maintained and distributed to Commission members for consideration. To cope with the mass of information contained therein, a keyhole card system was devised and maintained. This system proved invaluable to the Commission when the writing of the Report commenced and consideration was given to the collected public observations.

When the resources and tactics of the selected interest groups were examined, it was noted that one group, the ATA, for all its resources, relied upon the Faculty of Education for support in the presentation of the Association's brief to the Commission. After all, the Faculty of Education had prepared the material. One group, the Faculty of Education assisted the ATA's presentation followed by a three-day presentation of its own brief. Two groups, the ASTA and the FUA acknowledged the limits of their respective resources by concentrating on those matters which were of most importance to them. And, one group, the Department of Education, was reluctant to the point that its brief was returned to it unread.

Summary of Findings Related to Outcomes and Consequences

When the recommendations of the select interest groups were examined in terms of the two selected issues of curriculum and of the quality and supply of teachers, it was found that the number of recommendations made with respect to each issue varied from group to group. Comparison of the recommendations of each select group with those of the Commission revealed variation in the manner in which interest group recommendations were reflected. The success of each group was described with respect to each issue in terms of the number of group recommendations that were fully reflected in Commission recommendations, that were partly reflected, that were generally reflected, and that were not reflected at all.

Thus, with respect to curriculum, it was found that all groups each had the largest number of their respective recommendations not reflected at all in those of the Commission. While the Alberta Federation of Home and School Associations made 19 recommendations and had three fully reflected, two partly reflected, two generally reflected and 12 not reflected at all in Commission recommendations, the ATA had three of its 27 recommendations fully reflected, five partly reflected, one generally reflected, and 18 not reflected at all. Commission recommendations were found to reflect two ASTA recommendations fully, to reflect two partly, and to reflect not at all the remaining three ASTA recommendations. Of the 11 FUA recommendations, one was fully reflected, four were partly reflected, and the remainder, six, were not reflected at all in Commission recommendations. Ten of the Faculty of Education recommendations were fully reflected in Commission recommendations, six were partly reflected, one was generally reflected and 27 were not reflected at all.

As for the quality and supply of teachers, the success of groups was more varied. While the AFHSA made 12 recommendations and had one fully reflected, had seven partly reflected and had four not reflected at all in Commission recommendations, the ATA had eight of its 31 recommendations fully reflected in those of the Commission with four generally reflected and 19 not reflected at all. Three of the ASTA's eight recommendations were fully reflected in Commission recommendations while one was partly reflected, one was generally reflected and three were not reflected at all. Commission recommendations were found to reflect one of the four FUA recommendations fully, to reflect one generally and to reflect two not at all. As for the 12 Faculty of Education recommendations, three were fully reflected, five were partly reflected, one was generally reflected, and three were not reflected at all. The AFHSA was most successful in having the greatest portion of its recommendations reflected in part in Commission recommendations. While the ASTA was most successful in having the largest proportion of recommendations reflected in full, an equally large proportion was not reflected at all. The ATA had the largest proportion of its recommendations not reflected at all.

CONCLUSIONS AND IMPLICATIONS

An examination of the problem which this study addressed revealed a set of sub-problems related to the relationship between government and interest groups, to the policy-making processes associated with the Cameron Commission, and to the interactions between the Cameron Commission and interest groups in education. An examination of the data presented in previous chapters leads to a number of conclusions regarding each sub-problem, conclusions which are presented in the pages that follow.

1. The relationship between government and interest groups.

From the available data, it is evident that during the sixth decade of this century the provincial government was experiencing difficulty in coping with public opinion regarding education. It was a provincial government which, after being elected in 1935 for the first time, quickly introduced changes in the administration of education in Alberta through the creation of school divisions. It was a government which continued to introduce change in education. It was a government which, through the use of Cabinet Committees, gave interest groups an opportunity annually to present briefs with regard to a variety of public policy areas including education. These would be taken into consideration in the undertaking of government action. Those interest groups most involved with education were the ones most concerned with the policies affecting education and were the groups who annually presented their views on such policies to government. These were the same groups who were involved in various committees (e.g., curriculum committees) struck by the Department of Education to guide educational practice in the province.

There is no evidence to suggest that the major interest groups in education were dissatisfied with the educational system in general. That dissatisfaction was to be expressed by a few academics and by the principal newspapers in the province. Citing examples of the manner in which the quality of education had deteriorated, a few individuals were able to attract the attention of government to the need for action.

The provincial government had other factors to consider as well. There was a marked decline in farm population accompanied by a rapid and continued urbanization of population. Agriculture was losing its prominence in the economy in relation to other enterprises. Occupations were becoming more diversified requiring increasing degrees of skills and semi-skills. The labour supply was beginning to concentrate in the urban areas where employment was available. More public services were in demand. With these in mind, the provincial government, on advice from the Minister of Education, created a royal commission to recommend policy with respect to education.

As for interactions among interest groups, it is evident that the relationship among the major interest groups in education was a close one. Witness, for example, that the teaching profession and the academics in teacher education were in many cases social as well as professional associates, a situation conducive to the interchange and development of common policy, objectives and strategies.

There is no evidence to suggest that any of the major interest groups in education were fierce rivals though the differentiation of roles in education has led some interest groups to view educational policy from different perspectives. Here, thoughts turn to the differences in views between the teaching profession, the school trustees, and the parents. When the royal commission on education was struck, another opportunity was presented for major interest groups to express their views on education policy.

2. The policy-making processes associated with the Cameron Commission.

The Alberta Royal Commission on Education was itself another means of the provincial government to involve interest groups in educational policy-making. Where an advisory committee had failed, the Commission, with its regulated powers to investigate all aspects of education save finances, succeeded. It gathered a vast amount of data related to education, considered it, and formulated recommendations on policy directions. To collect the data, the Commission asked for submissions from groups and individuals who had any views on the state of education in Alberta. The briefs were analyzed for content, considered by the Commission, and hearings were held to provide groups and individuals to elaborate further on their submissions. Evidence indicates that the hearings were just that, an opportunity for groups and individuals to appear before the Commission to elaborate further on their recorded views. The appearance before the Commission was not a stressful one. Groups and individuals were shown due respect for their views, respect which did not deter Commission members from delving into the views put forth in the briefs and during the hearings.

The Commission had a research capability to confirm the opinions expressed by interest groups and individuals on selected issues. This capability too contributed to the wealth of information gathered by the Commission.

The Commission considering all the data before it, commenced to write the report recommending policy directions for education. This process was most time consuming requiring the talents of all Commission members. However, after most of the report was written, one Commission member chose to interpret the data in a slightly different light. The difference proved to be too great to resolve. As a result, a majority report and a minority report were submitted to the government for consideration.

3. The interaction between the Cameron Commission and interest groups.

From the literature of the early part of the sixth decade of this century, there was a concern that education had changed so drastically that those responsible for education had lost control of the enterprise. The changes were said to have contributed to a deterioration in the quality of education available to school age children. So intensely were these views expressed that the provincial government established a royal commission to deal with the matter.

The royal commission was given authority to investigate any and every aspect of education except the manner in which it was being financed. All aspects were accorded equivalent importance by the royal commission. Evidence shows that the interest groups selected for study varied in the kinds of interests pursued in the briefs submitted to the royal commission. Some of the selected interest groups chose to be selective in the issues they addressed. Others attempted to address all issues within the purview of the royal commission. One group chose not to express any views on any issues.

There is no evidence to suggest that disagreement, or for that matter agreement, between the provincial government and interest groups were factors in the relationship between interest groups and the royal commission. They may have been factors in the choice of issues selected by interest groups, but such choice neither interfered with nor enhanced the reaction received by the interest group.

What did come to bear on interactions were the resources available to the selected groups. One group, the Faculty of Education, had sufficient resources to share with another group. Other groups were not as fortunate. However, the other groups managed to adjust. One group borrowed resources; another group limited the number of issues it addressed; still another, relied on previously prepared material; and still another chose to withdraw from presenting views on any issue.

Two of the striking features of the selected groups were their strengths and weaknesses. The intellectual capacity of the Faculty of Education at the University of Alberta must be noted for it was this particular strength which The Alberta Teachers' Association managed to employ in the preparation and presentation of the Association's brief.

Sharing its intellectual resources with The Alberta Teachers' Association did not incapacitate the Faculty from preparing and presenting its own brief to the Commission. The Alberta Teachers' Association, while having the strength of numbers of members, lacked the wherewithal in the organization's central office to deal with the Association's submission. Rather, the ATA relied upon its past collegial associations with members of the Faculty of Education to put together a submission aimed at enhancing its prestige and public image. The Alberta School Trustees' Association, recognizing its limitations in manpower, addressed selected issues. This was a move which did not jeopardize the reception accorded the ASTA submission to the Commission. The Farmers' Union of Alberta suffered similar limitations in manpower. However, the FUA relied heavily upon the work done by one of its members who, prior to being appointed to the Commission, had been preparing a position paper on education for the organization. The Department of Education, while having superior resources compared to the other selected interest groups, chose not to become involved in the work of the Commission except to provide whatever technical and physical resource assistance requested of it by the Commission. Little data were available to prompt conclusions regarding the strengths and weaknesses of the Alberta Federation of Home and School Associations.

Sharing a common interest in education is reflected in the agreement among the selected interest groups and the Commission with regard to educational issues. Each group, over time, had developed its own perspective on education through which it viewed and presented its interests. While the attitudes of the selected interest groups were diverse, they were well known amongst other groups having similar interests through interaction and occasions where the attitudes were articulated and espoused publicly.

But the attitudes of the Commission were an unknown quantity to the groups and individuals appearing before it. Though the Commission had prominent members, their collective attitudes had not been expressed or examined. By the end of the hearings, during the discussions of the briefs and presentations, and in the process of writing the report, the Commission's collective attitude toward education crystalized and was expressed within the Commission's report. It is that attitude which gave a basis for the recommendations made by the Commission.

Having become acquainted with the variety of attitudes toward education put to it by groups and individuals, the Commission concluded that the main tasks of public schools included:

1. the development of communication skills (i.e., speaking, listening, reading, writing, and the art of expressing ideas clearly through composition;
2. the development of understanding and mastery of basic computational skills and application of arithmetical processes;
3. the development of knowledge, skills, and appreciations commensurate with the purposes of continuing education, preparation for employment, and contribution to society;
4. fostering physical fitness and mental health; and
5. focusing consciously upon the development of good citizenship (Report of the Royal Commission on Education in Alberta, 1959: 63-64).

The performance of these tasks by the public school system, in the view of the Commission, was not limited to matriculation offerings. Rather the quality and effectiveness of the development of the talents of the school population were seen to rest upon the introduction of occupational, vocational and fine arts programs to supplement matriculation and general programs. The Commission concluded that for such to come about required a collection and coordination of programs offered by agencies outside the public schools. In the rural areas this would require the evolution of a new organization of programs to ensure their viability and appropriateness. Program quality and public recognition and respect for these new directions, in the eyes of the Commission, would rest with teachers whose level of general education and of specialization was higher than found in the majority of the teaching force of the day. The requirement of well-educated teachers was seen as the best single provision for the education for children.

The Commission had definite ideas about curriculum as well which eventually were expressed in recommendations. For example, the Commission concluded that the Department of Education had prerogatives and responsibilities with respect to basic programs in determining their objectives, organization and content. But as to methodology, the Commission was firmly of the opinion that responsibility and prerogative lay with teachers as an outcome of their professional education and experience. While the Department could and should propose procedures, ultimate application rested with the teacher.

There were other views on curriculum which emerged. The Commission saw: 1) the need for a substantially differentiated curriculum at all grade levels in order that the full range of students' potentialities could be developed; 2) that modification of the general structure of elementary curriculum was not needed; 3) that public school curriculum need be enlarged to absorb many kinds of programs currently found in non-public institutions; 4) the need for junior high school curriculum to focus on a major core of content with a portion of the program devoted to electives; 5) the necessity for achievement at the Grade 9 level to become a stronger factor in determining the curricular pattern in which the student is entitled to register in Grade 10; 6) the need for specialization in the two years of high school not only in the matriculation program but in the fine arts, business education and other vocational fields; and, 7) that quality of programs had to be established and sustained.

In the subject fields, the Commission had also established firm convictions. With concerns with reading becoming pervasive throughout all levels of school, the Commission saw the need for more research and better teachers to provide remedial and developmental services. A structured program, teacher-based in Grades 1-3, would lead to the gradual and steady development of attitudes and skills contributing to later self-direction in pursuits of literature. In the upper elementary grades, the program would allow students to come more directly in contact with the substance of literature. However, the effectiveness of the program could only be realized through an improved supply and variety of books. In junior and senior high school, the reading-literature program would need to become more diversified and reliant upon pupil self-direction and initiative. However, curriculum guides would need to be clearer as to content and aims.

The language program which undergirds the total school program, was observed by the Commission to have an adequate content across all grade levels. However, the scope and sequence theory (spiralling curriculum) and lack of a clearly prescribed basic course were seen to present problems. Inadequacies in handwriting and spelling were attributed to faulty teaching rather than lack of prescribed programs. The language program was seen to have an oral emphasis in the lower grades with written emphasis gradually and judiciously introduced and blended so that in the high school grades the emphasis could be upon the extension and refinement of the usage and formal knowledge of language.

Social studies, in the eyes of the Commission, drew upon the related disciplines of history, geography, economics, civics, sociology and anthropology in the development of attitudes, understandings and generalizations regarding current social and political problems. However, the Commission insisted that this development was predicated on a full understanding of significant facts. The Commission went on to note its dissatisfaction with a tendency to dictate teaching method and organization at the elementary and junior high school levels, the requirement of several textbooks for a single course,and the repetition of content at some grade levels.

The Commission recognized the necessity of having the best possible mathematics program but was not convinced that a continuing series of minor program adjustments would produce satisfactory results. The curriculum of the day in Grades 1-5 was viewed as a substantial improvement over past mathematics curriculum and a renewed emphasis upon higher degrees of facility and automatic response was advocated. In the junior high school mathematics program, the Commission sensed a need for differentiation of courses and establishment of realistic Grade 9 prerequisites rather than a reshuffling of the existing course content. Senior high school courses were viewed to have potential for trial and advancements in mathematics education with much to be accomplished with models, mathematics laboratories and upgraded teachers.

The Commission concluded that advanced science education need not exclude education in the humanities and social sciences, and was confident that the public school system could make a major contribution to the preparation of a core of future scientists. Believing the science content of the elementary grades to be superior in scope and challenge to that of earlier times, the Commission saw problems with a spiralling curriculum and with the use of a variety of textbooks. Similar problems were observed with junior high school science. The need for diversification of the physical science courses was noted for senior high school science and recognition of the need for adequate preparation in the biological sciences was highlighted.

As for languages, the Commission noted the need for expansion of the programs in French, Latin and German from a two year sequence of courses to a three year sequence. Where circumstances permit, languages other than English would be accorded the same privileges as French in terms of instruction and study.

In view of the vast amount of criticism levelled at health and personal development, the Commission undertook a thorough study of that curricular area, and on the basis of that study concluded that a major revamping of the curriculum was in order.

The purposes of physical education in schools, as seen by the Commission, included: 1) the promotion of physical fitness; 2) the teaching of the means of achieving physical fitness; 3) the encouragement of informed interest in athletic activities; and 4) the provision of an athletic background which would be carried through adult life. Flexibility in elementary and junior high school physical education curriculum was observed to allow for local conditions and the need for proposed time allotments was noted. At the senior high level, the Commission urged a well developed program under trained physical education personnel with emphasis upon physical fitness and recreation.

The Commission did not come to regard studies in music and art as frills in any educational content as such studies provided a means of appreciation, individual expression and development. The Commission concluded that instruction in music and art were to be preserved and improved pending better training of more teachers and supervisors.

As for exploratory subjects at the junior high school level, the Commission felt that a more careful structuring would develop interests and aptitudes of students and would facilitate wise choices in the following high school program.

The senior high school program of non-academic electives consisting of commercial subjects, industrial arts and crafts, home economics, and the fine arts, was seen to have a place in conjunction with the traditional matriculation and diploma programs. The areas of fine arts and industrial arts were viewed as having immense potential which could only be realized with more teachers in the two fields.

On the subject of quality and supply of teachers, the Commission had also formed quite definite attitudes. Noting that the province was seriously deficient in teachers both in quality and quantity, the Commission subscribed to the view that in the long run, the requirement of high standards for entrance to teacher education would be a more effective and defensible approach to the problem of teacher shortage. Immediation attention to improving the quality of teachers would at a future point provide qualified teachers in sufficient numbers to meet the demand.

Convinced that the qualities of intelligence and culture should be sought in candidates for teacher education, the Commission saw the need to actively inform, interest and enrol those individuals with genuine teaching potentialities. Such individuals, it was argued, would likely be attracted to teaching only if teaching were described as a profession. This latter condition would be a factor in retaining teachers within the profession. Hence the basic steps to increase both recruitment and retention included improved selection, preparation, salary, and status.

The professional education of teachers was observed by the Commission to have a number of components: 1) pre-service education; 2) continuing education; and 3) in-service education. The pre-service component was deemed to be composed of informational background, foundation fields of education, acquaintenance with a range of teaching methods and techniques, and practical experience. Continuing education was viewed as a means for practicing teachers to acquire basic teacher education and to keep professionally and mentally alert to developments in theory and practice affecting teaching. In-service education was viewed as a complement to basic teacher education through orientation to and improvement of selection and application of appropriate teaching methodology and procedures. To this end, the Commission recognized two types of in-service education: 1) programs during school hours organized by the administration in cooperation with teachers; and 2) programs outside of school hours organized by the teachers in cooperation with the administration.

Having reached the above conclusion about the preparation of teachers, the Commission formed definite views respecting teacher certification. In general, the minimum requirements for permanent certification for all teachers would be four years of university work including a degree. A scheme was worked out whereby, in recognition of the teacher shortage, the minimum requirements for certification would be increased over a period of time until the degree became the minimum academic requirement for certification. These conclusions having been reached, the Commission gave thought to ways and means of equating certificates, accommodating out-of-province teachers, providing orientation programs, and dealing with non-teacher specialists. As for professionalism, the Commission decried the public perception of The Alberta Teachers' Association as a trade union in the face of the potential contributions the profession could make to the enterprise of education.

In keeping with its views on recruitment and retention the Commission explored merit rating for salary purposes and formulated a tentative plan for consideration. And while merit rating might be considered for recruitment and retention purposes, the Commission was firmly convinced of the necessity to improve the provisions and practices associated with pensions and benefits. Financial aid to teachers in training, according to the Commission, could be used to attract teachers to the profession, to assist capable individuals who could not otherwise finance further education, and to encourage and reward achievement and excellence. At the provincial level this assistance could take the form of scholarships, loans and grants, while at the local level the assistance could be in the form of bursaries, with the province participating in the cost. Though this financial aid was seen to attract individuals to the profession, it was not a factor in determining the teacher's choice of location in the practice of his profession. While such inducements as isolation bonuses were attracting teachers to remote areas where shortages were acute, they had less effect upon retention. The Commission concluded that if school boards could compete equally for teachers by way of ability to pay adequate salaries, local boards could assume some responsibility for overcoming their own problems of teacher supply. Living and working conditions were equally important but the Commission was of the view that exceptional circumstances should be dealt with individually through local initiative.

The above brief outline of the Commission's attitudes toward education in general and toward curriculum and the quality and supply of teachers specifically is an indication of the background to the Commission's recommendations respecting the same.

As was pointed out earlier, the Commission's attitudes were unknown to groups and individuals appearing before the Commission, however the Commission did have interests in common with the selected interest groups as is illustrated in a comparison of the manner in which specific Commission recommendations reflect recommendations made by selected interest groups.

Regarding the adequacy of curriculum, the Commission Recommendation #27 reflected fully a recommendation made by the ASTA. Recommendation #32 fully reflected a recommendation made by the FUA while Recommendation #33 fully reflected recommendations made by the ASTA and the FUA. Recommendation #47 fully reflected an ATA recommendation while Recommendation #53 partially reflected a recommendation made by the ATA. Recommendations #54 and 55 fully reflected an AFHSA recommendation and Recommendation #56 partly reflected one made by the Faculty of Education. The Commission's Recommendation #63 fully reflected an AFHSA recommendation while Recommendation #69 reflected in part a recommendation made by the FUA. Recommendations #70 and 71 partly accommodated recommendation put forward by the FUA and the Faculty of Education. One recommendation made by the Faculty of Education was fully reflected in Recommendations #73-82. Another Faculty of Education recommendation was fully reflected in Recommendations #87 and 88. Recommendation #101 reflected fully a recommendation made by the ASTA while Recommendation #102 fully reflected a recommendation made by the ASTA and only partly reflected one made by the FUA. One FUA recommendation was partly reflected in Recommendation #103.

Of the recommendations made by the Commission related to efficiency of teaching and pedagogical procedures, Recommendation 7 fully reflected a Faculty of Education recommendation as did Recommendation #9. Recommendation 17 only partly reflected one made by the Faculty. A recommendation made by the FUA was partly reflected by Recommendation #50.

Recommendation #52 was generally related to recommendations made by the AFHSA and the Faculty of Education. One recommendation made by the FUA was fully reflected in Recommendation #63, while Recommendations #252 and 253 were generally related to a recommendation made by the AFHSA.

Regarding the organization, administration and supervision of instruction, the Faculty of Education had a recommendation which was fully reflected in Recommendation #14 and another fully reflected in Recommendation #72. Recommendations #175, 176, 177, 184 and 185 fully accommodated a recommendation made by the ASTA while Recommendations #186 and 187 partly accommodated recommendations made by the AFHSA and the ATA. Recommendations #230 and 232 accommodated fully a recommendation made by the AFHSA respecting the organization, administration and supervision of instruction; Recommendation #250 partly accommodated another made by the same group.

Recommendation #17 also fully accommodated a Faculty of Education recommendation made with respect to the adequacy of textbooks and library services. Recommendations #21 and 22 fully reflected another recommendation made by the Faculty within the same category. Recommendation #228 partly reflected another Faculty recommendation while Recommendation #229 was found to be fenerally related to a recommendation put forward by the ATA. Recommendations #230 and 232 partly reflected recommendations made by the ATA and the ASTA in this category, and fully reflected a recommendation made by the Faculty. Recommendation #234 generally related to one made by the AFHSA, partly reflected one made by the ATA, and fully reflected one made by the Faculty of Education. Recommendation #238 partly reflected a recommendation made by the ASTA.

With regard to aids to teaching, Recommendations #240 and 241 fully reflected recommendations made by the AFHSA, the ATA, and the Faculty of Education. Recommendation #244 fully reflected a recommendation made by the ATA, but in conjunction with Recommendations #245-249, partly reflected one made by the ASTA.

The commonality of interest in curriculum as reflected in Commission recommendations is depicted in Table 22 on page 249.

The Commission also held common interest with the selected groups in matters related to the quality and supply of teachers. Regarding entrance requirements, the AFHSA, ATA, ASTA and Faculty of Education all made recommendations which were fully reflected in Recommendation #131. Recommendations #132 and 133 each fully reflected recommendations made by the ASTA. Recommendation #134 fully reflected recommendations made by the ATA and the ASTA and Recommendation #135 fully reflected an ASTA recommendation. Recommendation #136 a), b) and c) reflected fully recommendations made by the ATA and ASTA with Recommendation #136 c) also accommodating fully a recommendation made by the Faculty of Education.

In matters of programs and facilities, Recommendation #120 generally related to a suggestion by the ATA. Recommendation #140 fully reflected a Faculty of Education recommendation and Recommendation #141 generally related to another by the Faculty. Recommendation #146 fully accommodated an idea put forward by the ATA.

Recommendation #146 also partly accommodated a recommendation put forward by the AFHSA regarding certification and certification standards. Recommendation #147 was found to be generally related to

Table 22

Alberta Royal Commission on Education Recommendations on Curriculum--Reflection of Recommendations of Selected Interest Groups

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
Adequacy of Curriculum					
27. That the scope of educational offerings at public expense in the public school system be broadened to include appropriate courses in many vocational areas.			F		
32. That the compulsory core of the high school curriculum consist of English language, literature, social studies and, at the Grade 10 level, a minimum of one hour per week in physical education and recreation; further that every student enrol in one course in each of mathematics and science.				F	
33. That in addition to the above, more intensive three-year programs be developed in accredited schools in all fields of study--including matriculation, fine arts, physical education, business education, and a variety of other programs leading to post-secondary study, or of a technical or vocational or general nature.			F	F	
47. That in given grades and levels fewer topics be covered more intensively than heretofore, and that research be undertaken in grade placement.		F			

F = Full; P = Part; G = Generally related.

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
53. That the province exercise leadership in matters of acceleration, retardation, enrichment, promotion, etc. so as to assist teachers in meeting the problem of individuals differences.		P			
54. That careful scrutiny of student handwriting in terms of legibility and neatness, be regarded as part of the normal teaching assignment in every subject and at every grade.	F				
55. That alertness to spelling be developed in all subject areas and at all grade levels--especially in the elementary school.	F				
56. That within the provisions of the present program, and without losing any of its desirable qualities, greater emphasis be placed on the acquisition of precise factual knowledge--such knowledge to be set forth in the curriculum guides and prescribed as a basic core for all students.					P
63. That general facility in arithmetic skills be re-emphasized with particular regard for accuracy and automatic response.	F				
69. That at least one survey-type course comprised of content drawn from the physical sciences, be provided as a non-matriculation elective in high school science.				P	

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
70. That two sequent years of biology as a science pattern for matriculation students be available as an alternative matriculation science route.				P	P
71. That at least one biology elective be retained in the early grades of high school.				P	P
73. That matters relating to school organization and administration, student activities and orientation be removed from their present mandatory and formal course status.					F
74. That study habits be removed from Unit I and be treated by pre-service and in-service education of principals, guidance personnel and teachers.					F
75. That a committee including a majority of medical practitioners and health authorities review present health content at all grade levels to judge its accuracy and value.					F
76. That for each grade level of the elementary school, curriculum guides suggest desirable health habits, offer accurate resource information and make explicit the responsibility of the teachers.					F
77. That in the same manner as recommended for elementary education the adequacy and accuracy of health content in the secondary school curriculum be studied.					F

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
78. That overlapping and repetition be removed from content of Grades 7-10 inclusive, and the resultant offered in Grades 7 and 8.					F
79. That in grades above the eighth, curriculum guides relate appropriate aspects of physical education, science and other courses to health and make explicit the teacher's responsibilities.					F
80. That the Department of Education assist schools, through separate publications and by other means, in the development of effective programs of information regarding occupations, vocations and professions.					F
81. That Units 5 and 6 be removed from their present course status.					F
82. That superintendents, principals and qualified guidance personnel shall use their discretion concerning formal instruction in the contents of Units 5 and 6.					F
87. That 60 non-credit minutes per week of physical fitness and recreation activities be a minimum for all students.					F
88. That a sequence of five credit specialized courses (one for each of Grades 10, 11 and 12) be available as electives.					F
101. That the requirements for general education be reviewed with a view to devising clear distinction between general education courses and vocational courses.			F		

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
102. That present electives of near-vocational nature and intent be reviewed, if necessary, so that they may become acceptable to business and trades.			F	P	
103. That offering of such electives be restricted to the community colleges in rural areas and to city systems.				P	
Efficiency of Teaching and Pedagogical Procedures					
7. That Departmental examinations be maintained in all schools in Grade 9.					F
9. That the Departmental examinations be maintained at the Grade 12 level in all schools and extended to all matriculation subjects.					F
17. That curriculum guides be revised to provide a clear statement of the content basic to each course, and to specify a source of this content together with minimum materials, equipment and facilities (including library).					P
50. That appropriate drill procedures be restored as a means of securing facility in the language skills.				P	
52. That classes be held at a reasonable size so as to give the teacher a realistic workload.	G				G

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups AFHSA	ATA	ASTA	FUA	Faculty of Education
63. That general facility in arithmetical skills be re-emphasized with particular regard for accuracy and automatic response.				F	
252. That the length of the school day in the upper junior high school be examined carefully and, where circumstances warrant, extended to 330 minutes of instruction time.	G				
253. That in senior high school the present maximum of 330 minutes become the minimum, that school boards be empowered to institute a maximum of 360 minutes of instruction time per day, and to add such extra supervised study time as they may be able to provide.	G				
Organization, Administration and Supervision of Instruction					
14. That a Bureau of Tests and Standards be created in the Department of Education to facilitate the development of standardized tests, to upgrade local testing programs and to sample and maintain continuous records of achievement in crucial subject areas throughout the whole school system.					F
72. That the present two year sequence of courses in French, Latin and German be abandoned and in its place a three year sequence be provided for matriculation.					F

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations Made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
175. That legal provision be made whereby divisions and counties may appoint their own superintendent in lieu of a provincially employed superintendent.			F		
176. That the province specify in law such functions of the locally appointed superintendent as will safeguard immediate provincial interests in education.			F		
177. That qualifications with force of law be established to govern eligibility of appointments of all superintendents in Alberta.			F		
184. That desirable qualifications be established with regard to the principalship in Alberta.			F		
185. That job specifications as indicated in this report be included in the School Act to clarify and give status to the full scope of the principal's duties.			F		
186. That the Department of Education, with other parties concerned, intensify efforts to gauge the needs for professional assistant personnel in local school systems.	P	P			
187. That as a service to local systems, the Department of Education sponsor continued study of the optimum assistant and special staff required to operate effectively schools of varying sizes.	P	P			

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups AFHSA	ATA	ASTA	FUA	Faculty of Education
230. That the system of school grants be modified to provide incentive for the establishment and development of school libraries and the employment of professional librarians.	F				
232. That both library renewal and maintenance grants be provided by the province.	F				
250. That with regard to basic texts, the Department of Education be provided with an annual budget to be used to upgrade the quality of these texts.	P				
Adequacy of Textbooks and Library Services					
17. That curriculum guides be revised to provide a clear statement of the basic content to each course and to specify a source of this content together with minimum materials, equipment and facilities (including library).					F
21. That one basic text (to be developed, if necessary) containing all prescribed content be authorized for each course.					F
22. That the basic text be either authorized (i.e. required) or approved (i.e. selected from one or more alternatives, any of which meet equally well the requirements of the course).					F

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
228. That a basic list of library books be devised to include all types desirable in a school.					P
229. That minimal and compulsory book quotas be established for schools of various enrolments.		G			
230. That the system of school grants be modified to provide incentive for the establishment and development of school libraries and the employment of professional librarians.		P	P		F
232. That both library renewal and maintenance grants be provided by the province.		P	P		F
234. That the government investigate the advisability of asking the University to introduce library science courses for the training of teacher-librarians.	G	P			F
238. That the possibilities of making the school library accessible and of service to the general public community be explored.			P		
Aids to Teaching					
240. That emphasis upon audio-visual aids in the in-service education of teachers be increased.	F	F			F

Table 22 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups AFHSA	ATA	ASTA	FUA	Faculty of Education
241. That as part of the pre-service and undergraduate education of teachers, the Faculty of Education study the merits of offering an intense short course designed as an introduction to the proper use of audio-visual aids.	F	F			F
244. That study and development of educational television be maintained to determine the full possibilities of this medium as a teaching-learning aid in the public schools.		F	P		
245. That the province make funds available for expansion of programs and experimentation in educational television at all school levels.			P		
246. That study be commenced regarding the design of facilities best suited to the educational use of television.			P		
247. That the Faculty of Education consider the requirements of initial training and in-service preparation of teachers for the use of this teaching aid.			P		
248. That the provincial government initiate action to reserve sufficient channels for telecasting educational programs.			P		
249. That in the meantime arrangements be made for the development and the broadcasting of educational programs by existing stations.			P		

an ATA recommendation while Recommendation #147a) partly reflected recommendations made by the AFHSA, ASTA and Faculty of Education; Recommendation #147b) and c) partly reflected a recommendation made by the AFHSA. A recommendation made by the ATA was generally related to Recommendation #148 while Recommendation #151 partly reflected an AFHSA recommendation.

In in-service education, Recommendation #142 partly reflected a recommendation made by the AFHSA and fully reflected one made by the ASTA. Recommendation #143 also fully reflected a recommendation made by the ASTA.

An AFHSA recommendation respecting recruitment and supply of teachers was partly reflected in Recommendation #137 while another AFHSA recommendation in the same category was partly reflected in Recommendation #138c). Recommendation #138c) fully reflected an ATA recommendation. Recommendation #167 was found to be generally related to one made by the ATA. Recommendations #168 and 169 fully reflected suggestions put forward by the ATA and ASTA with Recommendation #169 also partly reflecting a suggestion put forward by the Faculty of Education. Recommendation #172 generally related to a FUA recommendation.

Recommendation #172 also generally related to an ASTA recommendation made respecting the distribution of teachers. In the same category, Recommendation #137 fully reflected an ATA recommendation.

In the matter of financial aid to teachers in training, Recommendations #168 and 169 partly reflected a suggestion put forward by the AFHSA while Recommendation #168 partly reflected a Faculty of Education idea.

The commonality of interest reflected in the recommendations on the quality and supply of teachers is depicted in Table 23 on page 261.

While the preceding depicts a kind of agreement between the Commission and the selected interest groups and hence a commonality in education, earlier analysis demonstrated a common interest among the selected groups as well. For example, the ATA, AFHSA and the FUA all made recommendations regarding increased emphases on the basic subjects of reading, writing, and arithmetic in the elementary grades, recommendations which were reflected in those of the Commission. All the groups except the FUA made recommendations with regard to library services in schools. The AFHSA was most specific in its recommendations, while the ATA recommended general upgrading of services. Standardization of textbooks was advocated by the ASTA, FUA and AFHSA while the Faculty of Education was opposed to the idea and the ATA was silent on the matter. The Commission made no recommendation in this regard. With regard to issues related to the quality and supply of teachers, the pattern of agreement was clearer. All groups, except the FUA, advocated senior matriculation as the minimum entrance requirement to teacher education. The AFHSA, ASTA and the Faculty of Education wanted the offering of a permanent certificate to individuals having two years of teacher training and two years of experience. The ASTA was opposed while the AFHSA and the Faculty of Education favoured any move toward four years of teacher training as a minimum for certification especially if it had a timetable attached. The Commission recommended the implementation of a system of certification which moved toward four years of teacher training as a requirement.

Table 23

The Alberta Royal Commission on Education Recommendations on Quality and Supply of Teachers--Reflection of Recommendations of Selected Interest Groups

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
Entrance Requirements					
131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent, including the academic mathematics and science courses through the Grade 11 level.	F	F	F		F
132. That there be continued flexibility in the details of matriculation (the present B.Ed. requirements, for example, permitting some choice among high school courses).			F		
133. That proficiency in both oral and written English be stressed in teacher selection and in teacher education.			F		
134. That serious study be given to the possibility of including non-academic factors such as character, personality and health in the process of selection.		F	F		
135. That studies of the relationship between high school achievement and university success (such as the Alberta Matriculation Study) be continued and intensified.			F		

F = Fully; P = Partly; G = Generally reflected.

Table 23 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
136. That major authority and responsibility for selection and screening be vested in the Faculty of Education. It is further recommended:					
a) that field personnel and interview teams from the Faculty operate to increase the effectiveness of selection,		F	F		
b) that selection and screening continue throughout the candidate's course at the university,		F	F		
c) that not withstanding anything said heretofore, criteria and procedures be evolved appropriate to all the foregoing and that these criteria and procedures be public information.		F	F		
Programs and Facilities					
120. That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centres to be known as Community Colleges.		G			
140. a) that the minimum requirements for all teachers be four years of university work, including a degree,					F
b) that during the first two years but not within the university term the candidate must complete 3 months of practice teaching,					

Table 23 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups: AFHSA	ATA	ASTA	FUA	Faculty of Education
140. c) that on completion of two years of training the candidate may serve an internship of one year, after which he will be required to return to continue his university course, in which regard at least one full year of intramurally must be required.					
d) that a prescribed program of supervision and guidance be organized by the Faculty of Education, Department of Education, teachers' and trustees' associations with regard to interns and all teachers entering service for the first time					
e) that during the year of internship candidates be placed on salary at the lowest level of the current salary schedule.					
141. That continuing education be encouraged by such means as the following: leave of absence, with pay, for study or travel; provision of refresher courses; provision of research facilities; development of education clinics; development of professional and public libraries.					G
146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.		F			

Table 23 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
Certification and Certification Requirements					
146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.	P				
147. That the Department of Education develop a transition plan whereby Recommendation #146 may be implemented. It is further recommended:		G			
a) that all elementary teachers entering regular* service during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree, and all secondary teachers be required to have a minimum of three years.	P		P		P
b) that all elementary teachers entering regular* service during the period 1968-70 inclusive be required to have a minimum of three years of education toward the B.Ed. degree, and all secondary teachers be required to hold the B.Ed. degree.	P				
c) that all elementary teachers entering regular* service in 1971 and thereafter be required to hold the B.Ed. degree.	P				

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*This does not refer to internship.

Table 23 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups AFHSA	ATA	ASTA	FUA	Faculty of Education
148. That teachers commencing service under the transition plan, Recommendation #147, be awarded provisional certificates valid for a period of three years, and subject to re-validation for successive periods of three years upon receipt of evidence that holders have made further progress toward the B.Ed. degree.		G			
151. That out of province teachers who already hold permanent certification at the level of the new requirements receive an interim certificate in Alberta, this certificate to be made permanent when performance is judged satisfactory.	P				
Inservice Education					
142. That in-service education for teachers be encouraged, provided, and expanded along the lines suggested in this section (see Royal Commission Report, 1959:277-78).	P		F		
143. That such programs be operated locally within each school system.			F		
Recruitment and Supply of Teachers					
137. That working conditions be so improved that the benefits of professional preparation can be fully realized, for example:	P				

Table 23 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups				
	AFHSA	ATA	ASTA	FUA	Faculty of Education
137. a) a lower pupil-teacher ratio and a reasonable teaching load,					
b) non-professional assistance for routine duties,					
c) more clerical and stenographic help,					
d) non-professional supervision of cafeterias, study halls, etc.					
138. That a suitable public relations program be developed in order to:					
a) create public awareness of the importance of education,					
b) develop public understanding of educational problems,					
c) convey to potential recruits the opportunities and rewards in teaching.	P	F			
167. That pensions and other benefits be reviewed and improved in both provisions and practices.		G			
168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.		F		F	
169. That bursaries be sponsored locally, but assisted provincially, as a means of meeting the teacher shortage.		F		F	P

Table 23 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups AFHSA	ATA	ASTA	FUA	Faculty of Education
172. That within the total grant structure a system of special equalization grants toward instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries.				G	
Distribution of Teachers					
137. That working conditions be so improved that the benefits of professional preparation can be fully realized, for example:		F			
a) a lower pupil-teacher ratio and a reasonable teacher load,					
b) non-professional assistance for routine duties,					
c) more clerical and stenographic help,					
d) non-professional supervision of cafeterias, study halls, etc.					
172. That within the total grants structure a system of special equalization grants toward instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries.				G	

Table 23 (Continued)

Royal Commission Recommendation	Reflection of Recommendations made by Selected Interest Groups AFHSA	ATA	ASTA	FUA	Faculty of Education
Financial Aid to Teachers in Training					
168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.	P				P
169. That bursaries be sponsored locally, but assisted provincially, as a means of meeting the teacher shortage.	P				

As to procedures developed in association with the Cameron Commission inquiry, the evidence suggests that the Commission was aware of the difficulties which lay ahead of it and adopted procedures which were non-threatening to all concerned. The call for briefs and the conduct of hearings is standard fare in such an inquiry. However, the respect accorded the groups and individuals appearing before the Commission is a marked feature of the Commission.

The relative success of each selected interest group is described elsewhere. However, it has been observed that the academic interest group was not as successful as might have been expected especially in matters which are within its purview. Then again, the interest groups that lacked the intellectual manpower, but that relied upon experience as a guide to selecting the issues to be addressed, were the ones who experienced a greater portion of success.

The kinds of activities to which each group resorted and the strategies devised by each group in making its representations to the Commission are described elsewhere as well. What should be noted is that they are not unique. Instead, each group did what it had to do in light of the resources, including time, which it had at its disposal. While the circumstances surrounding the activities of each group differed, the appearance before the Commission put each on equal terms with the others. Only the content and the intensity of subsequent discussions varied.

This study has shown the degree of success selected interest groups experienced in having their recommendations reflected in those of a royal commission. Throughout the text reasons for the manifestation of the successes have been suggested, as were the mechanisms for bringing them about and some of the consequences.

The relative success of interest groups is facilitated by some important features of the social and institutional system of Alberta. In this study, the success was in relation to selected issues addressed largely through a unique institution, the royal commission. The participants, the leaders of six selected interest groups and of one selected royal commission, and their senior staff members, held varying views with regard to the selected issues. These differences in views arise from differences in economic conditions, organizational interests, perspectives of the educational system, and the competition for status and prestige. On the other hand, the participants were fairly well of the same mind on some of the overall goals for education (e.g., universal basic education, qualified teachers, etc.). In seeking their objectives, the interest groups possessed a wide variety of political resources which varied in distribution and which varied between the two selected issues. While each group engaged in a variety of activities to gain their ends, possible tactics were limited by procedural requirements, by the limitations of political resources, and by the actions of others in the operation of the Commission. All these factors combined to produce differing outcomes reflecting, in their finality, in the success and failure of various groups and in the degree to which the participants of the selected interest groups were able to influence the selected royal commission.

But while the relative success of interest groups with a royal commission was the central focus of the thesis, a review of the manner in which interest group recommendations in those of the Cameron Commission reveals that the interest groups were not particularly successful, that is, a large portion of interest group recommendations were not reflected at all in those of the Commission. This in turn would suggest that the Cameron Commission was a fairly independent body, at least in the major issue areas of curriculum and teacher education.

The literature on royal commissions does not mention independence as a characteristic of royal commissions. However, if royal commissions were viewed as the body authorized to mediate among interest groups competing for the attention of the government, it is conceivable that the royal commission can choose to ignore certain ideas put before it. Several reasons for such a choice suggest themselves: 1) government action may have already addressed the issue for which the solution was suggested or such action may already incorporate the ideas put forth by interest groups; 2) the ideas may be inappropriate to the resolution of issues given the existing or foreseeable context; 3) the ideas may be outside the terms of reference of the royal commission; and 4) the ideas may not be in keeping with the collective opinions of the royal commission.

Aside from describing the relative successes of interest groups, and revealing the independence of the Cameron Commission, this study is of greater significance for future activity with respect to royal commissions especially for the selected interest groups. In this study the circumstances, resources and resource utilization which attended the successes of selected interest groups were outlined. In and of themselves these are of little consequence except in some future instance when these same interest groups happen to be faced with another royal commission. At that time, the descriptions contained in this study may guide the interest groups in avoiding the pitfalls of the past, and in pursuing more fruitful activities in approaching such a royal commission.

Further Study

The royal commission as a policy formulating mechanism raises speculation as to how the Alberta experience of interest group success with recommendations made to a royal commission differs from that of the other provinces. Such experiences may vary along a number of dimensions, especially: 1) the degree of success of interest groups; 2) the forms of success; and 3) the relative influence of the different interest groups. In Alberta, there was a high degree of reflection of interest group recommendations in the recommendations of the Alberta Royal Commission on Education. The interest groups appear to have a great deal of influence. What about the other provinces?

However, this does not preclude participants from developing new institutions as the occasion may require, from raising their own issues, from defining their own goals and aspirations that are more in tune with their particular perceptions and predispositions, and from determining what political resources to use and how.

Just how interest groups influence policy-making in education through the royal commission requires further scrutiny. While this study attempted to answer some basic questions regarding the relationship of interest groups to policy formulation by royal commissions, the description is a partial one at best. Other studies come to mind which would more fully describe the Alberta experience. For example, there is need to describe the successes experienced by the selected interest groups with their recommendations in briefs submitted to government before the Commission was established, and after the Commission's report was submitted to government. There is need to describe the success of the selected groups on other selected issues until the success of each selected group on each major issue is described. As well, other interest groups can be selected for study. Only until the success of each interest group which made recommendations to the Alberta Royal Commission on Education is described before, during and after the Commission, will the utility of the royal commission for policy-formulating be fully described.

The framework used in this study may be useful in subsequent studies on policy-making. Not only does the framework serve as a useful guide to the kinds of data which are necessary to describe policy-making, it also serves as a means of organizing and describing collected data. Its use in describing the success of interest groups in contributing to policy-making through royal commissions is recommended.

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APPENDIX A

INTERVIEWEES AND INTERVIEW SCHEDULE

APPENDIX A

LISTING OF INTERVIEWS IN CHRONOLOGICAL ORDER WITH INTERVIEWEES POSITION DURING 1957-59

Dr. G.L. Mowat Commission Member	1977 01 12
Mr. A.O. Aalborg Minister of Education, Government of Alberta	1978 06 14
Dr. W.H. Swift Deputy Minister of Education, Government of Alberta	1978 06 16
Mr. J.S. Cormack Commission Member	1978 06 24
Dr. H.T. Coutts Dean, Faculty of Education, University of Alberta	1978 07 20
Mrs. D.A. Hansen Commission Member	1978 07 22
Dr. R. Rees Commission Secretary	1978 07 27
Mrs. W.C. Taylor Commission Member	1978 07 29
Dr. S.C.T. Clarke General Secretary, The Alberta Teachers' Association	1978 08 24
Mr. T.C. Weidenhamer General Secretary, The Alberta School Trustees' Association	1978 09 27
Mrs. Molen Secretary, Farmers' Union of Alberta	1979 02 01

INTERVIEW SCHEDULE

I. SOCIAL AND INSTITUTIONAL CONTEXT

1. What was Alberta like before the Commission?
2. Was it easy to identify the problems in education, and was it possible to be heard when pointing out the problems (i.e., was it possible to get the government to listen to and do something about problems)?
3. Were people ready for the Royal Commission?
4. What are your recollections of the reaction to the appointment of the Royal Commission?
5. Was Albertan society split over issues, if so, what were the issues?

II. ACTORS

1. Who are you?
2. What part did you play in the events associated with the Cameron Commission; its hearings, etc.?
3. Who were the main participants in the activities surrounding the Commission?
4. Who were the key actors in the hearings? (i.e., who on the Commission was viewed as influential on particular issues)?

III. ISSUES

1. What issues did you (your group) see as being important?
2. Why were they important?
3. Were the issues: a) new and unfamiliar?
   b) old and recurrent?
4. How were the issues raised?
5. Was (were) the issue(s) in your presentation indivisible?
6. Were the issues raised of a "life" or "death" nature or was their resolution such that everyone would gain?
7. How did the organization view the identified issues?
8. How were the issues defined?

IV. SITES AND PROCEDURES

1. Where did most of the activity take place?

2. Did procedures hinder or help support your group's point of view?

3. Did the proceeding favour some groups at the expense of others?

4. Who got included in discussions?

5. Were rules and procedures developed to enable the Commission to function in hearings; behind closed doors?

6. How were hearings; discussions, organized?

7. Did this structure affect the process of information gathering?

V. GOALS AND OBJECTIVES

1. Why did your organization raise the issues that it did?

2. Was there disagreement on the issues raised between groups? between group and government?

3. How much difference was there between groups on the issues raised; between your group and government?

4. What did your group want the government to do?
   --about the issues raised by your group?
   --about the issues raised by other groups?

VI. POLITICAL RESOURCES

1. What resources, can you recall, were at the disposal of your organization at the time of the Commission?

   a) manpower
   b) knowledge
   c) prestige
   d) political connections, etc.

2. How were resources used?

3. Do you feel your organization used them effectively?

4. Was there opportunity to organize your resources?

5. How ample was the time for such organization?

VII. STRATEGIES AND TACTICS

1. What strategies did your organization use, devise or employ to influence:
    a) the Commission?
    b) other groups?
    c) members?

2. What advantages did your group enjoy during the hearings?

3. How did you utilize these advantages?

4. What disadvantages did your group suffer during the hearings?

5. How did you overcome these (if you did)?

6. Did your group seek support of other groups in bringing to light the essences of issues?

7. Did your group support other groups in a like manner?

8. What lines of access did your groups have to Commission members, and how were they utilized?

VIII. OUTCOMES AND CONSEQUENCES

1. Did you feel you were listended to by the Commission?

2. Did the Commission/s recommendations alter your reputation/ status among the organizations you had to deal with?

3. If different, how was it different--detriment?
    --boon?
    --not important, or not perceived?

4. Did the outcomes of the Commission hearings enhance your organization's position publicly? Where they a detriment?

5. What were your views of the Commission:
    a) at the time of its creation?
    b) at the time of the hearings?
    c) at its conclusion?
    d) today?

6. If you had another chance at another Commission, or a similar one, would you approach it differently? If so, how?

APPENDIX B

BRIEFS SUBMITTED TO THE ROYAL COMMISSION ON EDUCATION

APPENDIX B

BRIEFS SUBMITTED TO THE ROYAL COMMISSION ON EDUCATION

Acadia ATA Local
Alberta Catholic School Trustees' Association
Alberta Co-operative Union
Alberta Council on Child and Family Welfare
Alberta Drama Board
Alberta Federation of Agriculture
Alberta Federation of Home and School Associations
Alberta Federation of Labour
Alberta Fish and Game Association
Alberta Institute of Agrologists
Alberta Library Association
Alberta Library Board
Alberta Motor Association
Alberta Optometric Association
Alberta School Trustees' Association
Alberta Society of Artists
Alberta Sugar Beet Growers
Alberta Teachers' Association
Alberta Women's Institutes
Architects' Association of Alberta
Associated Temperance Forces of Alberta
Association of Bilingual Educators of Alberta
Association of Principals and Vice-Principals
Association of Private Schools
Association of Professional Engineers
Athabasca Home and School Association
Alumni Association of Vermilion School of Agriculture

Bach, Mrs. Josephine
Baker, J.W.
Banff Home and School Association
Berean Bible College, Calgary
Berry Creek and Sullivan Lake School Divisions
Berwyn Men's Club
Bhatia and Trainor, Drs.--Dept. of Physics, U. of A.
Bielish, Mrs. Martha
Bilingual School Trustees' Association
Bricker, Clayton
Brown, E.W.
Brown, Mrs. R.W.
Buffalo Park Home and School Association

Calgary Chamber of Commerce
Calgary City Local ATA #38
Calgary High School Administrators
Calgary Home and School Council
Calgary Public School Board
Callan, Mrs. Dorothy
Camrose Chamber of Commerce
Canadian Association for Health, etc. (Men's Branch)
Canadian Association for Health, etc. (Women's Branch)
Canadian Bandmaster's Association
Canadian Federation of University Women--re Libraries
Canadian Federation of University Women--re H.S. Standards
Canadian Federation of University Women (3 groups)
Chinook Consolidated School
Calgary Association of Teachers of French
Canadian Mental Health Association
Canadian Petroleum Association
Carlson, Mrs. Eulalia
Castor School Division #27
Catholic Conference of Alberta
Catholic University Alumnae Association
Catholic Women's League, Diocese of Grouard
Central High School Students' Council, Calgary
Co-operative Commonwealth Federation
County of Wetaskiwin
Czar Home and School Association

Department of Agriculture
Docherty, H.A., Mannville
Drumheller School Division #30
Dunford, H.B. (University of Alberta, Calgary)
Department of Education

Edmonton Chamber of Commerce
Edmonton and District Council of Churches
Edmonton Educational Study Group
Edmonton Home Economics Association
Edmonton Jewish Community Council
Edmonton Public School Local ATA
Edmonton Separate School Board
Edmonton Separate School Teachers
Edmonton Society for Christian Education

Fairview ATA Local
Fairview Chamber of Commerce
Fairview School of Agriculture Alumni
Farmers' Union of Alberta
Farmers' Union of Alberta Dist. #1 (Grande Prairie)
Farran, Roy (Publishers) Calgary
Five-School Project
French Canadian Association of Alberta
Fairview Groups of Parents

Garneau Home and School Association
Group of Edmonton Women
Guebert, Arnold, Edmonton
Gussow, Wm. A., Calgary
Hamilton Junior High School Home and School Association
Hardisty-Provost Local ATA
High Prairie Home and School Association
High River Joint Committee
High School Administrators
Hines Creek Home and School Association
Home Economics Group, Calgary
Hoyt, Martin, Lethbridge
Humanities Association of Canada
Huxley Home and School Association

Idywylde Home and School Association
Indian Association of Alberta
Institute of Accredited Public Accountants
Institute of Chartered Accountants
Inter-Church Committee
International Council for the Study of Exceptional Children
Islay Home and School Association

Junior Farmers' Union of Alberta
Junior Hospital League, Edmonton

Keeping, Dr. E.S. (Dept. of Mathematics, U. of A.)
Kiwanis Club, West Edmonton

Lacombe and District Taxpayers' Association
Le College Saint-Jean
Leduc-Strathcona Health Unit
Lethbridge Chamber of Commerce
Lethbridge Junior College
Lethbridge School District #51
"LLL" Club, Medicine Hat High School
Lutheran Educators in Alberta and British Columbia
Lyon, Lieut-Col. H.G. (Vancouver, B.C.)

McCalla, Mrs. A.G.
MacKenzie, David
McPheeters, Mrs. G. Joyce

Medicine Hat Chamber of Commerce
Medicine Hat School District #76, Board of Trustees
Medicine Hat School District #76, Guidance Committee
Medicine Hat School Division #4
Medicine Hat High School Staff
Medicine Hat High School ("LLL" Club)
Metz, Mrs. E.M., Red Deer
Millar, Dr. G.J. (University of Saskatchewan, Saskatoon)
Murray, Wilfred, Edmonton

Nidaros Evangelical Lutheran Church, Claresholm

Odynak, Steve N., Willingdon
Owen, Dr. Francis, Wetaskiwin

Parkview Home and School Association
Phibbs, Mrs. Molly, St. Albert
Pine Hill and Shady Nook F.U.A.
Prairie Grade School P.T.A.--Three Hills
Professional Institute of Public Service
Property Owners' Association of Edmonton
Property Owners' Protective Association of Calgary
Provost Home and School Association

Ralston Home and School Association
Ranson, Ralph (a) Calligraphy & Cacography
(b) School Grounds
Red Deer Chamber of Commerce
Red Deer Valley School Division #55
Representative Group of Parents, Calgary
River Glen Home and School Association
Rockyford Home and School Association

St. John's Home and School Association
St. Louis R.C. Separate School District #21
St. Paul School District #2228
St. Peter's English Lutheran Church, Claresholm
St. Thomas Aquinas Guild

Senior High School Teachers (Public and Separate) re Social Studies
Shaw, Betty Reilly (Mrs. Robt.), Edmonton
Sheehan, Cletus, Whitelaw
Sherbrooke Home and School Association
Shields, R.L., Principal Cardston H.S.
Smith, L.V., Edmonton
Southeran Alberta Shop Teachers' Association
Spencer, J.A., Librarian, Magrath
Swystun, Wasyl, Winnipeg, Manitoba
Sydenham-Gerald-Ascot Locals, ATA

Tarangle, J.G., Calgary
"Teaching Music in Wainwright School Division"
Teacher Recruitment and Retention

Ukrainian Canadian Committee--re Ukrainian language in schools
Ukrainian Catholic Council
Ukrainian Catholic Parents
Unitarian Church of Edmonton
University Women's Club, Calgary

University of Alberta, Calgary: Faculty of Education
University of Alberta, Edmonton: Dept. of Entomology
University of Alberta, Edmonton: Dept. of Mathematics (Dr. Keeping)
University of Alberta, Edmonton: Drs. Bhatia & Trainor (Physics Dept.)
University of Alberta, Edmonton: Faculty of Agriculture
University of Alberta, Edmonton: Faculty of Arts & Science
University of Alberta, Edmonton: Faculty of Education
University of Alberta, Edmonton: Faculty of Law
University of Alberta, Edmonton: Faculty of Medicine (Dr. Scott)

Virginia Park Home and School Association

Wainwright Home and School Association
Wainwright L.P.P. Club
Wainwright School Division Principals' Association
Warren, Fred S. (Frains P.O., near Boyle, Alberta)
Wild Life Tours
Willis, Dr. C.B.
Women's Christian Temperance Union (Central Alberta)

APPENDIX C

SUMMARY OF RECOMMENDATIONS

APPENDIX C

RECOMMENDATIONS

1. That a plan of accreditation be evolved whereby qualifying school systems will be accredited forthwith upon the establishment of their qualifications, such accreditation to be for an indefinite period but contingent upon the preservation of qualifications.

2. That the plan provide also for the accreditation of individual schools in systems other than those accredited as in Recommendation 1, above, for a definite period of one year.

3. That all factors, including the criteria listed above, which will determine eligibility for accreditation be developed fully and publicized in concrete form having the force of law.

4. That subject to these specific provisions, Recommendations 1 - 3, inclusive, the Department of Education have the power to grant or rescind accreditation.

5. That ways and means be developed to control and stabilize standards of achievement over long-term periods of time.

6. That intensive study be afforded the length of examinations, and the appropriate use and balance of various types of questions which comprise departmental examinations.

7. That Departmental examinations continue in all schools in grade IX.

8. That Departmental examinations be reinstated for all matriculation-program courses in grades X and XI in all non-accredited schools and school systems; and that these examinations be made available for use at local discretion in accredited schools or school systems.

9. That the Departmental examinations be maintained at the grade XII level in all schools, and extended to all matriculation courses.

10. That all students leaving high school at any stage be required to write tests of computational and communicational skills, and that a satisfactory level of achievement be required and be sufficient as a partial basis upon which to grant a high school diploma.

11. That such standardized tests be wholly and directly administered by the Department of Education for non-accredited schools and that they be distributed for local administration by accredited schools.

12. That accredited schools be given the power to recommend regarding the whole program of their pupils who qualify for high school diplomas, subject to Recommendations 10 and 11, above.

13. That each major school system--including cities, divisions and counties--secure the services of, or have ready access to, a trained and competent person in testing and measurement.

14. That a Bureau of Tests and Standards be created in the Department of Education to facilitate the development of standardized tests, to upgrade local testing programs, and to sample and maintain continuous records of achievement in crucial subject areas throughout the whole school system.

15. That the curriculum authority of the Department of Education be limited to matters of course objectives and content at the various grade levels.

16. That instruction in education methods be reserved for teacher education; and that the choice of methods (including organization for teaching) be a prerogative of teachers.

17. That curriculum guides be revised to provide a clear statement of the content basic to each course, and to specify a source of this content together with minimum materials, equipment and facilities (including library).

18. That authoritative publications such as curriculum guides be separate from those of a service nature--through which the Department may formally support non-authoritative views in many aspects of education.

19. That the general nature of the curriculum be so conceived as to provide appropriate differentiation at all school levels.

20. That schools and systems designated as accredited be granted autonomy in matters of curriculum.

21. That one basic text (to be developed, if necessary) containing all prescribed content be authorized for each course.

22. That the basic text be either authorized (i.e., required), or approved (i.e., selected from one or more alternates, any of which meets equally well the requirements of the course).

23. That curriculum committees as a means of promoting more effective communication between the public and the Department of Education be further explored and developed.

24. That skilled working committees be respresentatively constituted of teachers, public education officials, and non-public education personnel who are specialists in the subject matter.

25. That realistic honoraria be paid to members of working committees.

26. That provision be made for relief from regular duties, leaves of absence and adequate clerical assistance for those requested to assist the Department in curriculum work.

27. That the scope of educational offerings at public expense in the public school system be broadened to include appropriate courses in many vocational areas.

28. That such programs be achieved through the promotion and development of community colleges.

29. That a minimum of ten years of education be held desirable for those pupils who by ability or disposition are not likely to proceed further.

30. That terminal programs of at least one year, and preferably two, be devised for pupils in the above category--who will leave school at age 16 or at the end of grade X, whichever comes sooner.

31. That all youth 21 years of age and under be entitled to twelve years of education at public expense in any program for which they may be eligible, in schools operated either by school boards or by the province.

32. That the compulsory core of the high-school curriculum consist of English language, literature, social studies, and, at the grade X level, a minimum of one hour per week in physical education and recreation; further, that every student enrol in one course in each of mathematics and science.

33. That in addition to the above, more intensive three-year programs be developed in accredited schools in all fields of study--including matriculation, fine arts, physical education, business education, and a variety of other programs leading to post-secondary study, or of a terminal or vocational or general nature.

34. That in grades XI and XII at least one major area of each student's program be studied intensively (about forty per cent of the total time) so as to develop his fullest capacity in that area.

35. That all programs, and especially those designed to terminate prior to the end of grade XII, emphasize appropriate computational and communicational skills.

36. That a minimum ratio of one teacher per grade govern the local establishment of high school services to be offered by instruction; and that in isolated areas, so defined according to objective criteria, such minor extensions of the program as may be required by the implied limit be effected by correspondence courses.

37. That the minimum instruction time be raised from the present 175 minutes to 225 minutes per week per five-credit course.

38. That study and experiment directed toward the improvement of reading be continued.

39. That increasing attention be given to the preparation of teachers of reading; in particular, of specialties capable of providing diagnostic and remedial services on an individual-student, small group, and teacher consultant basis--and at all grade levels.

40. That in addition to the basic reading program a literature program be provided with minimum requirements of time and content, together with those of teacher responsibility in organizing, adapting, and supplementing the program.

41. That curriculum guides for literature distinguish clearly between the aims of literature specifically, and the contributions of literature to general education.

42. That an intensified and specialized literature course similar to literature 21 be created and made available as an option for each senior high-school grade.

43. That libraries be developed so as to serve the particular needs of literature programs, including books correlated with texts as to author and literary type, a wide variety of both classic and contemporary literature, several copies of selected titles, and a broad range of ability levels.

44. That the potentialities of pictures, films, tapes, filmstrips, records, radio and television be developed in the field of literature, and that more adequate libraries of these materials be established.

45. That specific statements of basic content and skills for each main school level (Division I, Division II, the junior high school, and the senior high school) be detailed concisely in the curriculum guides.

46. That "new" content of major significance be clearly indicated for each level.

47. That at given grades and levels fewer topics be covered more intensively than heretofore, and that research be undertaken in grade placement.

48. That a sequence of texts be authorized to satisfy the requirements of Recommendations 45-47, and to permit adaptation for individual differences.

49. That the use of workbooks be reexamined with particular reference to their effect on the art of written composition.

50. That appropriate drill procedures be restored as a means of securing facility in the language skills.

51. That appropriate achievement and diagnostic tests with accompanying norms be made available throughout the grades and particularly at the end of each main school level.

52. That classes be held at a reasonable size so as to give the teacher a realistic work-load.

53. That the Province exercise leadership in matters of acceleration, retardation, enrichment, promotions, etc., so as to assist teachers in meeting the problem of individual differences.

54. That careful scrutiny of student handwriting, in terms of legibility and neatness, be regarded as part of the normal teaching assignment in every subject and at every grade.

55. That alertness to spelling be developed in all subject areas and at all grade levels--especially in the elementary school.

56. That within the provisions of the present program, and without losing any of its desirable qualities, greater emphasis be placed on the acquisition of precise factual knowledge--such knowledge to be set forth in the curriculum guides and prescribed as a basic core for all students.

57. That in order to avoid year-to-year repetition and superficial treatment of content, the ordering of subject matter be more sequential and less cyclical.

58. That there be ample provision--through reviews, exercises, etc.--for mastery of course content.

59. That the Department of Education exercise leadership in the development of a testing program concerned with facts as well as with generalizations and attitudes.

60. That courses in language and in social studies be separately prescribed.

61. That the Department of Education consider the means of introducing appropriate materials dealing with the role of Afro-Asian countries in world affairs.

62. That the question of introducing modern mathematics into the public school curriculum, on a gradual and experimental basis, be the subject of special study.

63. That general facility in arithmetical skills be re-emphasized with particular regard for accuracy and automatic response.

64. That accredited schools and school systems explore fully suitable differentiation of mathematics courses in the junior high schools.

65. That extreme emphasis upon "social applications" be reduced to a treatment of applications that is consistent with due understanding of the mathematical concepts involved.

66. That models and other aids to the teaching of mathematics be used more extensively in classrooms.

67. That efforts be made to develop the mathematics laboratory in schools of adequate enrolment.

68. That an aggressive in-service education program be undertaken to upgrade poorly prepared mathematics teachers, and to keep well-prepared teachers abreast of developments in the field.

69. That at least one survey-type course, comprised of content drawn from the physical sciences, be provided as a non-matriculation elective in high-school science.

70. That two sequent years of biology as a science pattern for matriculation students be available as an alternate matriculation science route.

71. That at least one biology elective be retained in the early grades of the high school.

72. That the present two-year sequence of courses in French, Latin and German be abandoned, and that in its place a three-year sequence be provided for matriculation (but see Recommendations 91-95 inclusive).

73. That matters relating to school organization and administration, student activities and orientation be removed from their present mandatory and formal course status.

74. That study habits be removed from Unit 1 and be treated by pre-service and in-service education of principals, guidance personnel and teachers.

75. That a committee including a majority of medical practitioners and health authorities review present health content at all grade levels to judge its accuracy and value.

76. That for each grade level of the elementary school, curriculum guides suggest desirable health habits, offer accurate resource information and make explicit the responsibility of the teachers.

77. That in the same manner as recommended for elementary education the adequacy and accuracy of health content in the secondary school curriculum be studied.

78. That overlapping and repetition be removed from content of grades VII - X inclusive, and the resultant offered in grades VII and VIII.

79. That in grades above the eighth, curriculum guides relate appropriate aspects of physical education, science and other courses to health and make explicit the teacher's responsibilities.

80. That the Department of Education assist schools, through separate publications and by other means, in the development of effective programs of information regarding occupations, vocations and professions.

81. That Units 5 and 6 be removed from their present course status.

82. That superintendents, principals and qualified guidance personnel, shall use their discretion concerning formal instruction in the content of Units 5 and 6.

83. That the minimum qualifications for anyone engaging in individual counselling or group guidance activities in Alberta schools be the Junior Certificate in Guidance, or its equivalent.

84. That all schools include indoor and outdoor facilities at least to the extent of the minima set forth in the curriculum guide; and that, where possible, these minima be exceeded.

85. That elementary school pupils be provided with a continuous instruction period of 20 minutes per day, or three half-hour periods per week.

86. That junior high school pupils be provided with three regular instruction periods (35 minutes) weekly.

87. That 60 non-credit minutes per week of physical fitness and recreational activities be a minimum for all students.

88. That a sequence of five-credit specialized courses (one from each of grades X, XI and XII) be available as electives.

89. That the three-year junior high school program of each pupil include a minimum of three exploratory subjects, including at least (a) one course from the fields of art, music and dramatics, (b) one course from the fields of economics and industrial arts, and (c) one course from fields other than those designated in (a) and (b).

90. That throughout grades VII-IX, inclusive, a student should not elect more than two courses in any one of the subject groups (a), (b), as designated in Recommendation 89.

91. That in all schools in which the board by resolution decides to offer a primary course in one or more languages which represent mother-tongues in the community, the provisions and status now accorded French be extended to these other languages.

92. That in grades III-VI inclusive, instruction in a second language, including French, as a subject of study and not as a language of instruction, be reduced to one-half hour per day.

93. That in grades VII-XII inclusive, all non-accredited schools be limited to instruction in those language courses prescribed by the Department of Education.

94. That in grades VII-XII inclusive, in accredited schools, instruction in any modern language, including French, be permitted at local discretion, at public expense, and with a view to both bilingualism and future academic study.

95. That a special committee including language specialists, teachers and education officials, be established to review and guide efforts of accredited schools, to study and suggest the best instructional procedures and equipment, and to maintain an aggressive effort in general to foster the study of modern languages.

96. That school boards and the Department of Education, in cooperation with the A.M.A., the Provincial Safety Council, automobile dealers and manufacturers and other appropriate groups, study the desirable nature and means of affiliating driver education as an extra-curricular feature of the public school curriculum.

97. That an early meeting of trustee, teacher, home and school groups be convened by the Department of Education to consider in detail the proper relationship of school officials and personnel to a driver-education program.

98. That the meeting convened as in Recommendation 97, above, forward to the Minister of Highways notice of its intention to cooperate at such time as he convenes a driver education committee to take the initiative in organizing the kind of program here envisaged.

99. That, immediately, suitable sections of curriculum guides, appropriate literature, films and film-strips be provided to give driver education greater emphasis as part of the safety-education program now in the curriculum.

100. That suitable steps be taken by all schools to secure parents' understanding and concurrence in their children's registrations --over the parents' signatures if necessary.

101. That the requirements of general education be reviewed with a view to devising clear distinction between general education courses and vocational courses.

102. That present electives of near-vocational nature and intent be reviewed, if necessary, so that they may become acceptable to business and the trades.

103. That offering of such electives (Recommendation 102) be restricted to the community colleges in rural areas and to city systems.

104. That business education be maintained and further developed in the public school curriculum.

105. That clear distinction be drawn between the election and pursuit of courses related to business education and the successful completion of an adequate business education program.

106. That schools and employers act in a cooperative manner to emphasize to students the necessity of completing a desirable program before seeking employment.

107. That suitable prerequisite requirements be established in regard to achievement immediately basic to first business education courses.

108. That more vigorous liaison be established between business and schools with regard to levels of ability, courses and levels of achievement required for various aspects of business education.

109. That the present elective courses in agriculture at the grade IX and X levels be modified or replaced by one or two courses which stress the nature and importance of agriculture in our economy.

110. That grade XI and XII courses in agriculture be strictly limited as at present, and that their discontinuance be considered in order to facilitate development of more effective programs.

111. That occupational courses be designed to include a program of terminal education at the Grade X level.

112. That vocational courses be designed to constitute three-year programs at the grade X-XII levels.

113. That two-year specialty programs be designed for graduates of vocational programs and such other adult students as may be qualified to enter.

114. That vocational programs be credited towards the high school diploma.

115. That vocational education, grades X-XII inclusive, constitute up to approxiamtely 50 per cent of the high school diploma program, the balance to consist largely of suitable courses in English language, social studies, literature, physical education, together with mathematics and science, of a nature and level appropriate to the vocation.

116. That the present schools of agriculture be transformed into Community Colleges, offering a program of vocational education beyond agricultural education only.

117. That on the acceptance of Recommendation 116, above, the government through the Departments of Education and Agriculture take the necessary steps to integrate the present agricultural schools into the Community College program.

118. That in the event that the local school divisions are unable or unwilling to operate any school of agriculture as a community college the Department of Education should arrange to do so.

119. With special reference to the Peace River region and the school of Agriculture at Fairview, the location should be determined on the basis of Recommendation 123.

120. That the present highly centralized system of vocational and trade programs be decentralized and re-established in regional centers to be known as Community Colleges.

121. That a suitable inter-departmental body be established to coordinate the respective educational programs of the departments involved.

122. That the Department of Education be designated to act as the sole governmental administrative agency dealing with the expanded public school system.

123. That the Alberta Planning Commission or a committee established by the government be asked to study pertinent factors and to create a master plan of regions in each of which, at local option, a community college may be established at recommended locations.

124. That legislation relating to the administration of community colleges provide for their control by regionally elected boards.

125. That legislation concerning community colleges provide for a Regional Advisory Committee upon which shall sit competent representatives of the various vocations and trades related to college programs.

126. That community college courses be integrated with the high school program and lead towards the high school diploma.

127. That the inauguration of a Community College program be contingent upon devising a master plan for its integration with programs offered elsewhere in the region.

128. That the Province finance all buildings and capital items of equipment and maintain the buildings in good repair.

129. That the Banff School of Fine Arts and Centre for Continuing Education be developed as an initial leadership training centre for adult education in Alberta.

130. That an Office of Adult Education be established in the Department of Education to coordinate government efforts and programs, to generally encourage and assist the widespread growth of adult education programs, and to consider the proper incentives required to foster its development.

131. That all entrants to the Faculty of Education possess complete Alberta matriculation or its equivalent, including the academic mathematics and science courses through the grade XI level.

132. That there be continued flexibility in the details of matriculation (the present B.Ed. requirements, for example, permitting some choice among high school courses).

133. That proficiency in both oral and written English be stressed in teacher selection and in teacher education.

134. That serious study be given to the possibility of including non-academic factors (such as character, personality, health) in the process of selection.

135. That studies of the relationship between high-school achievement and university success (such as the Alberta Matriculation Study) be continued and intensified.

136. That major authority and responsibility for selection and screening be vested in the Faculty of Education. It is further recommended:

    (a) that field personnel and interview teams from the Faculty operate to increase the effectiveness of selection,

    (b) that selection and screening continue throughout the candidate's course at the university,

    (c) that notwithstanding anything said heretofore, criteria and procedures be evolved appropriate to all the foregoing, and that these criteria and procedures be public information.

137. That working conditions be so improved that the benefits of professional preparation can be fully realized: for example,

    (a) a lower pupil-teacher ratio, and a reasonable teaching load,

    (b) non-professional assistance for routine duties,

    (c) more clerical and stenographic help,

    (d) non-professional supervision of cafeterias, study halls, etc.

138. That a suitable public relations program be developed in order to:

(a) create public awareness of the importance of education,

(b) develop public understanding of educational problems,

(c) convey to potential recruits the opportunities and rewards in teaching.

139. That in order to achieve the improvements visualized within our educational system, all teachers--regardless of the grade level at which they will teach--be prepared for their vocation by means of the fourfold program outlined above.

140. (a) That the minimum requirement for all teachers be four years of University work, including a degree;

(b) that during the first 2 years but not within the university term the candidate must complete 3 months of practice teaching;

(c) that on the completion of 2 years of training the candidate may serve an internship of one year, after which he will return to continue his university course, in which regard at least one full academic year intramurally must be required;

(d) that a prescribed program of supervision and guidance be organized by the Faculty of Education, Department of Education, teachers' and trustees' associations with regard to interns and all teachers entering service for the first time;

(e) that during the year of internship candidates be placed on salary at the lowest level of the current salary scale.

141. That continuing education be encouraged by such means as the following: leave of absence, with pay, for study or travel; provision of refresher courses; provision of research facilities; development of education clinics; development of professional and public libraries.

142. That in-service education for teachers be encouraged, provided, and expanded along the lines suggested in this section.

143. That such programs be operated locally within each school system.

144. That responsibility for planning and organizing such programs lie jointly with the administration and the teaching staff.

145. That regular salary during such programs, together with incidental expenses, continue to be paid by the administration.

146. That the B.Ed. degree or its equivalent be the requirement for permanent certification of elementary and secondary school teachers.

147. That the Department of Education develop a transition plan whereby Recommendation 146 may be implemented. It is further recommended:

(a) that all elementary teachers entering regular* service during the period 1963-67 inclusive be required to have a minimum of two years of education toward the B.Ed. degree, and all secondary teachers be required to have a minimum of three years;

(b) that all elementary teachers entering regular* service during the period 1968-70 inclusive be required to have a minimum of three years of education toward the B.Ed. degree, and all secondary teachers be required to hold a B.Ed. degree;

(c) that all elementary teachers entering regular* service in 1971 and thereafter be required to hold the B.Ed. degree.

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*This does not refer to internship.

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148. That teachers commencing service under the transition plan, Recommendation 147, be awarded provisional certificates valid for a period of three years, and subject to re-validation for successive periods of three years upon receipt of evidence that the holders have made further progress toward the B.Ed. degree.

149. That a stage of preparation be noted on all current and future certificates, and that the placement of teachers on salary schedules be determined by completed stages.

150. That a Central Registry of Teachers be organized under appropriate jurisdiction--the Department of Education, the University, or both--the prime function of which will be to maintain records of every aspect of the composition of the teacher force.

151. That out-of-province teachers who already hold permanent certification at the level of the new requirements receive an interim certificate in Alberta, this certificate to be made permanent when performance is judged satisfactory.

152. That other out-of-province teachers be subject to the new requirements as recommended.

153. That an evaluation of the individual's competence in content be made, and appropriate credit assigned, by the Faculty of Education.

154. That an evaluation of the individual's competence in other aspects of teacher preparation (presumably in terms of the fourfold approach), together with an assessment of additional qualifications needed for certification, be made by a committee on special certificates consisting of three members of the Faculty of Education, the Registrar of the University, and a competent teacher in the appropriate field of specialization.

155. That the A.T.A. have and accept the responsibility of jurisdiction over the competence and ethics of its membership so that its corporate actions are seen as professional.

156. That the A.T.A. be recognized as having the responsibility of making careful recommendations to appropriate bodies regarding all aspects of education, and that such recommendations receive equally careful consideration.

157. That teachers without permanent certificates be limited to three experience increments.

158. That with the exception of Recommendations 159 and 160 all teachers be limited to six years of automatic experience increments.

159. That school boards be permitted to extend experience increments beyond six years for an additional four years in the case of individual teachers judged to be superior.

160. That a Master Teacher group, including from one to five per cent of the teaching force and with salaries at least $2,000 higher than that of other teachers, be established on a provincial basis.

161. That a transition plan be developed so that teachers will be transferred to an appropriate category in the new plan (Recommendations 157-160 inclusive), no teacher being reduced in salary as a result.

162. That all teachers who do not achieve permanent certification or improve their qualifications, as the case may be, within the time allowed for these purposes, thereafter have no security of tenure until they have done so.

163. That teachers be called upon to assist in the development of criteria for rating, of a standard rating form, and of the composition of the rating team.

164. That a review board consisting of a high official of the Department of Education (the Deputy Minister or his representative), a representative of the A.T.A., and a representative of the A.S.T.A., be established to review ratings which have been found unsatisfactory or are otherwise in question.

165. That the teacher in all cases have the right of appeal through the Minister to a board of reference set up by the Lieutenant-Governor-in-Council under section 351 of the present school act.

166. That in view of the teacher shortage and of the valuable service that can be contributed by many teachers over age 65, the restriction on the receipt of pension by such teachers while teaching in Alberta public schools be removed.

167. That pensions and other benefits be reviewed and improved in both provisions and practices.

168. That a comprehensive system of scholarships, loans and grants for teacher education be carefully planned and instituted at the provincial level.

169. That bursaries be sponsored locally, but assisted provincially, as a means of meeting the teacher shortage.

170. That any breach of contract associated with bursaries be met with a penalty more severe than the mere repayment as apply generally.

171. That the recipients of bursaries be subject to the same requirements for admission to teacher education as apply generally.

172. That within the total grants structure a system of special equalization grants towards instructional costs be adopted to safeguard the abilities of school boards to pay adequate salaries.

173. That in providing teacherages in rural areas, National Housing Act provisions should be thoroughly explored by local boards.

174. That the rental of houses to teachers should be on a business basis, with no implications of "charity".

175. That legal provision be made whereby divisions and counties may appoint their own superintendent in lieu of a provincially-employed superintendent.

176. That the Province specify in law such functions of the locally-appointed superintendent as will safeguard immediate provincial interests in education.

177. That qualifications with force of law be established to govern eligibility for appointments of all superintendents in Alberta.

178. That direct and indirect benefits now common to the superintendents' and teachers' groups in Alberta be suitably preserved (pension, tenure, etc.).

179. That an avowed transition plan be devised to effect the transfer from provincially-appointed superintendents to locally-employed superintendents in divisions and counties.

180. That the Province enter the service field of supervision through the provision of highly qualified and specialized regional consultants.

181. That the development of a regional system of special services be coordinated with the plan of transfer away from provincially-appointed generalists, and include, as required, more training or retraining of present field personnel.

182. That the immediate nucleus of each regional office include high school inspectors, specialist personnel in reading, English language, guidance; and superintendents required to inspect rural and small urban schools which are independent of divisions and counties.

183. That the Department of Education pay grants to local authorities who employ superintendents, according to a true equalization principle, or failing this, in amounts which would be equal to the salary paid the superintendent if he were provincially employed.

184. That desirable qualifications be established with regard to the principalship in Alberta.

185. That job specifications as indicated in this report be included in the School Act to clarify and give status to the full scope of the principal's duties.

186. That the Department of Education, with other parties concerned, intensify efforts to gauge the needs for professional assistant personnel in local school systems.

187. That as a service to local systems, the Department of Education sponsor continued study of the optimum assistant and special staff required to operate effectively schools of varying sizes.

188. That a thorough study of the extent, nature, and quality of the present guidance services in the province be made.

189. That since specialized skills are required to perform the guidance function adequately, these services be withheld until suitable personnel are available.

190. That, at all levels, persons assigned to counselling services be rigidly selected as to personality, preparation and interest.

191. That as soon as qualified personnel are available, all school systems, rural and urban, initiate or extend guidance and counselling services to meet their needs.

192. That a plan be sponsored immediately by the Department of Education, trustees, teachers and the University, whereby the supply of qualified guidance personnel may be increased to meet present needs.

193. That guidance and counselling personnel be selected from qualified teachers with appropriate experience.

194. That financial assistance be available for selected teachers wishing to enrol in special courses for the purpose of engaging in various phases of guidance and counselling work.

195. That the requirements for a Junior Certificate in guidance be reviewed and revised.

196. That courses towards both the Junior and Senior Certificate be offered as a special program and at the graduate level only.

197. That school boards throughout Alberta as a whole develop more effective methods and fix responsibility for securing an early appraisal of next year's book requirements.

198. That the School Book Branch reemphasize to school boards that it cannot accept responsibility for immediate delivery unless orders are placed prior to a specified date.

199. That a survey of school-health services be conducted to ascertain the effectiveness of present operations.

200. That further study be given to the fullest form of school-health cooperation, with a view to exercising leadership and developing an effective province-wide health service.

201. That the needs for increasing Department of Health and Municipal Health Services be appraised, and that steps be taken to overcome inadequacies.

202. That at each school of sufficient enrolment, or at some other generally accessible location in the school system, or both, appropriate facilities be provided for the conduct of health services in their initial stages.

203. That schools or school systems be enabled to employ or have ready access to educational personnel knowledgeable in and responsible for the conduct of the schools' proper function re health services and first aid.

204. That an appriasal be made and suitable action be taken regarding the needs for and the plan of health service training of teachers through the Faculty of Education and in-service education projects.

205. That the examination of all children upon entry to grade 1 be required, and that thereafter periodic examination be conducted throughout the school.

206. That Guidance Clinics, adequately staffed to provide both diagnosis and treatment, be established to serve all rural and urban areas in Alberta.

207. That the government take the initiative in having established a provincial coordinating office to publicize financial aid, to receive applications and redistribute them, to offer administrative assistance to donors, to assist in selection, to maintain records, and to offer such advice and information to donors of financial aid as may increase the effectiveness of the whole provincial aid program.

208. That wherever provincial grants, resources, or advice is provided in support of community educational, recreational and cultural services, this assistance should insofar as practical and as a matter of policy be channeled through a local board representing school and municipal authorities. (The County Council is in an admirable position to discharge this community function.)

209. That school and municipal authorities seek the cooperation of district community organizations, church groups and athletic groups, in coordinating and planning the use of their resources in such a way that school facilities become the nucleus of a community centre establishment in the school district.

210. That wherever possible the school resources of buildings and equipment be provided for community activities in the fields of adult education, social purposes and recreation; and that adequate policies with respect to financing, supervision and maintenance of these facilities be worked out by school boards.

211. That the Provincial Government assume responsibility for administration and finances relating to education of the handicapped.

212. That the Department of Education assume special responsibility for arranging services to handicapped children in sparsely populated rural areas.

213. That a committee including educationists, other appropriate specialists and lay members be established to inquire into the incidence of handicap, the adequacy of the present program, the future requirements of facilities, personnel and finances; and to recommend a suitable program for introduction in Alberta.

214. That the cause of dropouts among gifted students be studied more intensively than in the past and that remedies be sought to reduce them.

215. That school boards establish a policy with respect to identification and treatment of the gifted.

216. That provision be made in all divisions, counties, cities, for adequate testing and interpretation of tests.

217. That accredited schools proceed to develop programs for the gifted.

218. That the Department of Education exercise more fully a service function in education for the gifted by such means as providing a clearing house for information, extending radio and television services, and assisting in program development.

219. That in the event that the local school system is incapable of providing an adequate program, gifted children be subsidized to attend school where suitable programs are being offered.

220. That boards governing accredited schools be empowered to modify regulations which restrict programs for the gifted, subject to notifying the Department of Education.

221. That some means be devised whereby essential non-instructional facilities be recognized for purposes of grants.

222. That the Province establish a School Buildings Advisory Committee, to include architects, engineers and other suitable specialists, for the purpose of planning an evaluation of school buildings.

223. That the terminal objective of such a plan be to publish information to guide school boards.

224. That norms be established for the travel time of students on school buses, and that school boards be urged to heed these norms through more careful consideration of equipment needed to perform service within designated time limits.

225. That the Department afford special study to the place of pupil residences in the public school system.

226. That grants and services re school buildings be extended to include school residences.

227. That a plan be developed and held in readiness whereby the Department will sponsor the training of selected personnel to operate school residences.

228. That a basic list of library books be devised to include all types desirable in a school.

229. That minimal and compulsory book quotas be established for schools of various enrolments.

230. That the system of school grants be modified to provide incentive for the establishment and development of school libraries and the employment of professional librarians.

231. That criteria be established to indicate need for librarians in schools or in school systems.

232. That both library renewal and maintenance grants be provided by the Province.

233. That all teachers receive instruction in techniques of using the library in their teacher education program.

234. That the government investigate the advisability of asking the University to introduce library science courses for the training of teacher-librarians.

235. That the Department of Education provide specialist library supervision and advice for the public schools.

236. That coordination of all library services within the province be effected under the Department of Education.

237. That a study be made of the values to be derived from a provincial library servicing centre.

238. That the possibilities of making the school library accessible and of service to the general community be explored.

239. That the Department of Education sponsor the development of a pool of persons competent in audio-visual aids to assist in the in-service education of teachers.

240. That emphasis upon audio-visual aids in the in-service education of teachers be increased.

241. That as part of the pre-service or undergraduate education of teachers, the Faculty of Education study the merits of offering an intense short course designed as an introduction to the proper use of audio-visual aids.

242. That school boards be encouraged to build up their own basic audio-visual aids libraries.

243. That the Audio-Visual Aids Branch reexamine the nature of its services on the assumption that school boards will be responsible for the basic local audio-visual aids libraries.

244. That study and development of educational television be maintained to determine the full possibilities of this medium as a teacher-learning aid in the public schools.

245. That the Province make funds available for expansion of programs and experimentation in educational television at all school levels.

246. That study be commenced regarding the design of facilities best suited to the educational use of television.

247. That the Faculty of Education consider the requirements of initial training and in-service preparation of teachers for the use of this teaching aid.

248. That the Provincial Government initiate action to reserve sufficient channels for telecasting educational programs.

249. That in the meantime arrangements be made for the development and the broadcasting of educational programs by existing stations.

250. That with regard to basic texts, the Department of Education be provided with an annual budget to be used to upgrade the quality of these texts.

251. That the best available combination of educationist and non-educationist personnel be commissioned to give effect to Recommendation 250.

252. That the length of the school day in the upper junior high school be examined carefully and, where circumstances warrant, extended to 330 minutes of instruction time.

253. That in senior high schools the present maximum of 330 minutes become the minimum, that school boards be empowered to institute a minimum of 360 minutes of instruction time per day, and to add such extra supervised study time as they may be able to provide.

254. That the present legal status of recesses be abolished at the high school level, and that their retention in the junior high school or reinstatement in the senior high school require resolution of the school board.

255. That The Alberta Teachers' Association take the initiative in reassessing the obligations of teachers, vice-principals, principals and other members to give service beyond the normal period of ten months.

256. That The Alberta Teachers' Association re-examine the obligation of the profession to conduct self-improvement activities and essential meetings at such times as will not unduly reduce the length of the school year or shorten the school day.

257. That the Educational Planning Commission or a committee representing the University and the Department of Education, and including qualified representatives of the public, be convened to study the divided school year and its implementation in the whole educational system.

258. That in the event of decision to adopt the divided school year, the Department of Education govern its application in all non-accredited schools.

259. That in the event of a decision not to adopt the divided school year provision be made to operate Community Colleges and other selected schools on a quarter-basis.

260. That the same basic educational standards and emphasis on citizenship be required in Hutterite schools as in all other Alberta schools.

261. That the Alberta Government pursue agreement with the Dominion Government to the end that more provincial responsibility may be assumed for the education of Indian children.

262. That thorough study be made as to whether integration in schools is the best policy; and if so, how Indian children can best be prepared for this policy.

263. That where integration is considered best, special education be given non-Indian children that they may appreciate and understand the heritage and problems of the Indian children during a period of adjustment.

264. That the courses of studies, particularly social studies, be scrutinized to see that a fair and proper treatment is given to the place of the Indian people in the history of Canada.

265. That the whole education program envisioned in this report be extended to Indian children.

266. That adult education programs designed to assist the Indian people to a greater degree of citizenship be undertaken.

267. That Indian children be not denied the right to an education because of lack of finances of their parents.

268. That the provincial government firmly resist any steps towards a dual school system.

269. That no denomination be granted special representation at the provincial level upon authoritative, regulatory or official policy-making bodies governing public education.

270. That where separate schools exist or are contemplated, controls be implemented to safeguard the scope and quality of the programs of both public and separate schools.

271. That provincial administrative procedures be devised, particularly with respect to school grants, so as to prevent duplicate grants for any phase of school operation in an area where public and separate schools coexist.

272. That with the exception of privileges suggested in Recommendation 273 the requirements for texts and references, curriculum and teacher training be identical as between the public and separate school systems.

273. That all provisions and regulations affecting accredited and non-accredited schools be applied to public and separate school systems alike.

274. That the Department of Education establish as soon as possible an office of standards, statistics and information.

275. That immediate plans be made by the provincial government and the University to provide the space and equipment for the educational research organization described above at an initial cost of $200,000.

276. That provision be made in the annual university budget for the staff establishment prescribed, at an annual initial net cost of $100,000.

277. That the provincial government make provision for the necessary capital and operating grants on a basis similar to that now used for the Alberta Research Council, at the earliest possible date.

278. That the University prepare a program of research projects to be completed in the next five years, and conduct a campaign to secure finances in whole or in part from outside sources--individuals, business, industry and foundations.

279. That the Province provide the legislative authority to constitute on a formal basis a revised and re-constituted Alberta Committee on Educational Research.

280. That a competent and authoritative body to be known as the Alberta Educational Planning Commission be established by Act of the Legislature at the earliest opportunity.